

# HOUSING ELEMENT of the City of Richmond - General Plan

ADOPTED OCTOBER 1, 1984  
RCS. 155-84

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CITY OF RICHMOND      SEPTEMBER 1984

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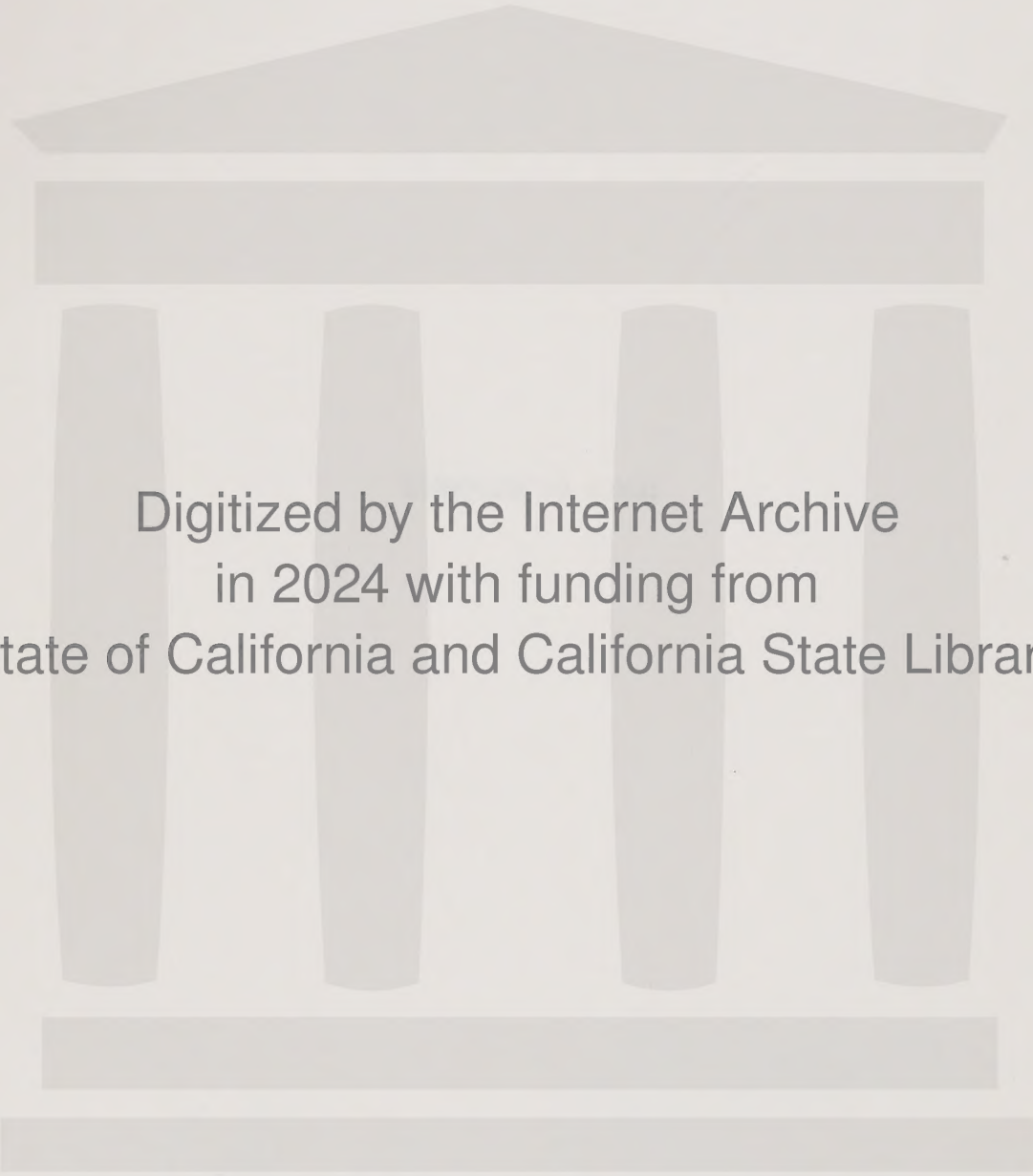
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4.01  
GENERAL HOUSING GOAL  
OF THE  
CITY OF RICHMOND

PROVIDE THE OPPORTUNITY FOR A FAIR SHARE OF ALL SEGMENTS OF THE  
POPULATION LIVING IN THE LOCAL MARKET AREA\* TO OBTAIN A VARIETY  
OF ADEQUATE HOUSING CONVENIENT TO OTHER ACTIVITIES AND FACILITIES,  
IN NEIGHBORHOODS THAT ARE SATISFYING TO THEM.

\* Market Area is defined in Section 4.02.F.1.



#### 4.02 INTRODUCTION

##### A. Purpose of Housing Element

The purpose of the Housing Element is to identify the current housing situation in Richmond and to adopt realistic goals, policies and programs to guide the revitalization and development of housing in the City, all in compliance with current Planning Law.

##### B. Housing Planning History

The City of Richmond has been concerned with meeting the housing needs of its citizenry for many years. Planning for adequate housing dates back almost thirty years when efforts were initiated to replace the temporary war housing. Planning for housing has been an ongoing activity of Richmond since 1952.

More recent planning efforts for housing include the adoption of a Housing Element for the General Plan in 1970; development of Local Area Plans for three neighborhoods between 1969-1974; development of an annual and a three-year Housing Assistance Plan (HAP) for federal purposes; preparation of the Neighborhood Profiles, a statistical narrative analysis for each of the City's thirteen neighborhoods in 1975; and development of a Housing Analysis in 1977 (revised in 1978), which outlines in detail the City's housing needs and problems. Each document was prepared with the assistance of and review by numerous citizens and groups.

##### C. Process of Element Preparation and Review

After adoption by the City Council, this Housing Element revision will up-date the Housing Element adopted in 1981.

The citizen participation process in adopting the 1981 Housing Element was the following:

On December 19, 1980, the City Council appointed a nine member Citizens' Advisory Committee to update the Housing Element to the General Plan in accordance with State Guidelines and Planning Law. The Council designated the composition of the committee as follows:

- 2 Planning Commissioners,
- 2 Community Development Commissioners (CDC),
- 1 Realtor,
- 1 Developer, and
- 3 At-large Community Representatives (2 of whom are minority and/or lower income).

The Committee played the lead role in preparing the Housing Element. Other groups that were actively involved in reviewing and commenting include:

- the CDC Housing Committee,
- the Planning Commission, and
- Neighborhood Councils.

In January 1983 the Housing Element was amended to include the 1985 regional housing needs data. Citizen participation in that amendment was limited to public hearings before the Planning Commission and City Council.

Citizen participation in the 1984 revision of the Housing Element consisted of consideration and approval by the Housing Committee of the Community Development Commission, and the requisite public hearings before both the Planning Commission and City Council.

Copies of the resolutions passed by the Planning Commission to approve adoption and the City Council to adopt the Housing Element, are in front of this report.

#### D. Legal Requirements

The Housing Element is one of nine General Plan elements mandated by the California Government Code Section 65302(c).

The statute, Section 65583, declares in part that housing elements shall consist of the following:

"...an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory built housing and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community..."

All cities and counties in the State of California are required to adopt housing elements which meet these provisions. Cities in the area served by the Association of Bay Area Governments (ABAG) are also required to adopt an up-dated revision of their Housing Element by January 1, 1985.

Further, Richmond is obligated by the United States Department of Housing and Urban Development to prepare a Three-Year Plan for housing and community development, and an annual Housing and Community Development Program which includes a Housing Assistance Plan (HAP) and a Housing Opportunity Plan (HOP). These plans are incorporated into the Housing Element to the extent practicable.

#### E. Relationship to Other General Plan Elements

California planning law requires that all elements within a city's General Plan must be internally consistent and also consistent with one another. The Housing Element addresses the issues concerned with providing housing for city residents. However, housing can not be considered apart from other aspects of city policy; the other elements of the General Plan are closely related to and supportive of the Housing Element. The element contains an inventory of potential housing sites designated for various residential densities in the Land Use Element. The housing is to be served by transit and transportation facilities designated in the Transportation/Circulation Element. Facilities serving the residential areas addressed in the Housing Element are designated in the Recreation and Parks Element. Other subjects relevant to the quality of housing are discussed in various other parts of the General Plan such as Open Space, Noise, Seismic Safety and Safety Elements.

#### F. Definitions

1. The Market Area concept was developed by the Association of Bay Area Governments to facilitate planning. A market area is a geographic subsection of the region which has been found to have similar trends, character, problems and potential. The cities of Richmond, El Cerrito, Kensington, San Pablo, El Sobrante, Pinole, Hercules, Crockett and Rodeo are all in one market area. The State Department of Housing and Community Development uses a definition of Market Area which encompasses an even larger area.
2. Revitalization Neighborhoods is a term used throughout the housing element. It refers to the neighborhoods of:

Parchester/North Richmond  
Iron Triangle  
Southside  
Pullman/Plaza, and  
Belding-Woods

The Revitalization Neighborhoods were designated for the following reasons:

- They are among the oldest areas in the City; the houses are generally small and of inexpensive construction, and



many are abandoned or deteriorated. The lots are also often quite small.

-Families in the neighborhoods have very low incomes. A large percentage receive some form of public assistance and/or are unemployed.

3. Regional Allocation is a term developed by the State Legislature. According to the State Statute, each community in the State of California must have a Regional Allocation Plan. The concept behind RAP is that all communities are responsible for housing families of all economic levels and the state's goal is to distribute the income levels equally between communities.

The original concept, "fair share," developed by the State Department of Housing and Community Development, differs from the Regional Allocation in that it provided for housing only for lower income families in the market area.

#### 4. Categories of Family Income

Federal and State categories of family income are different and the federal definitions have changed over time. All definitions are based on the median income for a family of four.

Throughout the Housing Element, the following categories, adapted from the State and federal government definitions, will be used:

- |                 |   |
|-----------------|---|
| Very Low Income | - Families whose income is less than 50% of the median income of the San Francisco-Oakland Bay Area.  |
| Low Income      | - Families whose income is between 50% and 80% of the median income of the San Francisco-Oakland Bay Area.  |
| Lower Income    | - Families whose income is less than 80% of the median income of the Bay Area (this definition is a combination of the Very Low and Low Income categories). |
| Moderate Income | - Families whose income is between 80% and 120% of the median income of the Bay Area.   |
| Upper Income    | - Families whose income is greater than 120% of the median income of the Bay Area.  |

### Family Income Categories Used In the Housing Element

<u>Income Category</u>	<u>% of Median Income *</u>	<u>1980 Annual Income</u>
Very Low Income	below 50%	below \$11,700**
Low Income	between 50-80%	\$11,700-\$18,720**
Lower Income	below 80%	below \$18,720
Moderate Income	between 80-120%	\$18,720-\$28,080
Upper Income	above 120%	above \$28,080

\* Median income for the 9 counties of the SF-Oakland Bay Area was \$23,400 per year, for a family of four in 1980; Source: U.S. Department of Housing and Urban Development, S.F. Area office.

\*\* The hourly wage equivalent for very low and low income families are calculated assuming a person works 8 hour days and 250 days per year. For the very low income, the hourly wage is less than \$5.85; for the low-income, the hourly wage is between \$5.85 and \$9.36.

#### G. Data Sources

The most recent reliable data available to the City are 1980 statistics. Data used in the Housing Element are from the 1980 U.S. Census unless otherwise noted.

#### H. Focus of Housing Element Is On Residents and Lower Income Persons

The Housing Element focuses on the housing needs of Richmond residents rather than market area residents. It also focuses on the housing needs of lower income persons rather than all income levels.

Richmond has more housing problems than do surrounding jurisdictions in the market area. The problems stem from the fact that the income level of Richmond residents is lower than it is in other market area jurisdictions. The relationship of Richmond to the market area is discussed in Section 4.03.A.4. The problems associated with the income differentials are discussed in Sections 4.04.B and C.

Lower income persons are emphasized throughout the document, because although higher income groups may have difficulty obtaining adequate housing they have more resources to pay for housing.

## I. Housing Element Assumptions

All research, policy declarations and program designs are based on certain assumptions. The Housing Element is based on the following assumptions.

### 1. Housing--One Need Among Many

Housing is only one of the needs of Richmond residents. Economic and social needs are closely related and equally important. Solving one need will impact other needs but will not eliminate them. The Housing Element treats housing as a distinct subject but acknowledges that all other needs are related and must be addressed concurrently.

### 2. Housing--A Private Sector Problem

Government has a limited role in providing adequate housing. Nationwide less than 6% of the housing is subsidized by the government. The bulk of housing is built with private investment and purchased by individual investors. The Housing Element does not anticipate a change in the role of the private sector.

### 3. Housing--All Government Levels Are Involved

Housing constitutes a problem at the federal, state and regional levels as well as at the local level. Likewise, solving the housing problem is beyond the capability of local government and must have the support and financial assistance of the State and Federal Government. The Housing Element assumes that the City's role is that of coordinating and marshaling outside resources as well as providing leadership and creating the legal and administrative environment necessary to promote the revitalization of Richmond.

### 4. Surrounding Jurisdictions Will Assume Responsibility

The City of Richmond currently houses more than its fair regional allocation of lower income persons and therefore more than its share of the related housing and social problems. The Housing Element assumes that, with the leadership of ABAG and its constituent local governments and with the pressure of state and federal government, other local governments will gradually assume more of their fair regional allocation, thereby reducing the stress on Richmond.



#### 4.03 DESCRIPTION OF POPULATION AND HOUSING

A Housing Element is a statement of goals, policies, and programs. Policies and programs are derived from an analysis of the population and housing, a summary of which is provided below.

##### A. Population Characteristics

The economic and social characteristics of the people dictate the type of housing needed. An infinite variety of characteristics may be researched. Characteristics enumerated in the Housing Element are important for planning and/or are required by State and Federal regulations. The population characteristics presented in this section include number of persons, age, distribution of whites and minorities, median household income, unemployment, households below poverty, and lower income families.

##### 1. Total Population

The 1975 population of Richmond was 70,023, compared to 79,043 in 1970. The reduction between 1970 and 1975 was attributed primarily to a shrinking of the household size from 3.0 to 2.6 persons per unit. In 1980 the population was 74,676 and the household size was 2.64 persons per unit. The population increase between 1975 and 1980 is due to the increased number of housing units. It is projected that the City's 1985 population will increase to approximately 77,800.

##### 2. Age

Age characteristics indicate the type of services and facilities necessary to serve residents adequately.

In Richmond in 1980, 28.4% of the population was below 18 years of age. Every neighborhood in the City had a reduction in the percentage of youth between 1970 and 1980, and in many cases the reduction was dramatic (see Table B-10 in Appendix B for neighborhood map). Citywide, the component of youth dropped 5.8% between 1970 and 1980.

The component of persons over 65 years of age in 1980 was 10.5%. All neighborhoods increased the ratio of seniors to population between 1970 and 1980. Citywide, the percentage of seniors increased from 7.7% in 1970 to 10.5% in 1980, an increase of 2.8%.

The percentage decrease in the youth population and the increase in the elderly population reflect both county and national trends.

### 3. Racial Composition

In 1980 the racial and ethnic distribution of Richmond residents was 39.7% White, 47.9% Black, 4.9% Asian or Pacific Islander, 0.6% American Indian and 6.9% Other. In addition to being counted in the above categories, persons of Spanish origin were counted separately and totaled 10.3% of the population.

The 1980 percentage of Whites in neighborhoods varied from 89.3% in Point Richmond to lows of 1.8% in Parchester and 4.6% in Southside. The percentage of Blacks was highest in North Richmond/Parchester, Southside, Pullman Plaza and Eastshore with 87.9%, 90.0%, 82.8%, and 80.1% respectively. In the Iron Triangle, 63.8% of the population was Black. Residents of Spanish origin were concentrated in Belding Woods (23.3%), Iron Triangle (17.0%), North and East I (14.3%), and North and East II (12.5%) neighborhoods.

### 4. Household Income

The median household income in 1979 in Richmond was \$15,597, compared to \$8,778 in 1970. When adjusted to 1982 dollars to reflect inflation, however, Richmond's 1970 median household income was \$23,897 and the 1979 income was \$21,804 -- a net drop of 8.8% between 1970 and 1979. In Contra Costa County, the unadjusted 1979 median household income was \$22,875. The adjusted county figure (using 1982 dollars) for 1970 is \$29,920 and for 1979 \$31,978, or a net increase of 6.9% between 1970 and 1979.

### 5. Unemployment

Richmond's 1980 unemployment rate was 9.3%, compared to the county rate of 5.8%. A State of California estimate as of the end of 1983 showed 11.5% unemployed in Richmond, compared to 7.2% in the county.

Among Black males, Richmond's 1980 unemployment rate was 14.8% compared to 5.8% for White males. Black females also had substantially higher unemployment (11.2%) than White females (5.8%) in 1980.

### 6. Below Poverty Level

Of the City's 19,727 families in 1980, 2,931 or 14.8% of all families earned below poverty level (earning less than \$7,356 for a four-person family with two children). This represented an increase from 1970, when 10.0% of all families were living in poverty. The percentage of families having an income below poverty level was highest in these six neighborhoods: Iron Triangle (31.3%), Southside (30.6%), North Richmond/Parchester (23.8%), Pullman Plaza (22.2%), Eastshore (17.5%), and Belding Woods (16.3%).

#### 7. Female Heads of Household

The total number of female-headed households was 4,897 in 1980. Of this number, 36.4% or 1,781 were living in poverty. In certain neighborhoods the percentage of female-headed households living in poverty is above 45, and in the Iron Triangle it is 50.4%.

#### 8. Senior Citizens

In 1980, Richmond housed 7,862 seniors (defined as persons 65 years of age or over), who constituted 10.5% of the total population. The seniors represented 8.4% of all persons below poverty level in 1980. Among non-family householders (householders living alone or with unrelated persons), 18.9% of those aged 65 or over were living on incomes below the poverty level.

#### 9. Handicapped

The Department of Social Services estimated that 3.4% of the population was handicapped in 1974. More recent figures estimate that the percentage of handicapped persons has increased to 8.4% in 1980.

#### 10. Lower Income Households

There were 16,682 lower income households in Richmond in 1980 (households with 80% of Bay Area median income or below). This constituted 59.0% of the 28,107 total households in the City. The neighborhoods of North Richmond/Parchester, Iron Triangle and the Southside had the highest percentages of lower income households, with 71.0%, 81.2% and 72.6%, respectively.

### B. Housing Characteristics

Each neighborhood in Richmond is unique in its characteristics and conditions. However, there are common characteristics among groups of neighborhoods. The common characteristics usually are related to the period in which the housing was built.

Generally speaking the higher priced housing is located in the hilly areas, was built since the 1960's in new subdivisions, and shows very little deterioration. Housing for moderate income families is located in the flatlands and was built in the late 1940's and 1950's. Housing is well maintained, neighborhoods are attractive and only spotty deterioration is taking place.

Housing occupied by low and lower income families is also located in the flatlands between the moderately priced housing and the industrial belt of Richmond. Much of the housing was built before the war, is small, was inexpensively constructed and rests on small plots. Many units are deteriorating and/or vacant, streets need repair, and



neighborhoods are in a state of decline. Neighborhoods in a state of decline are called the Revitalization Neighborhoods.

Richmond is a low density community; its housing stock is predominantly single-family, detached, owner-occupied. In 1980, 71.2% of the dwelling units were single family and the remaining 28.8% were multi-family units. Only 12.7% of Richmond's housing units were in multi-family buildings having more than four units. Of the total 28,107 occupied housing units, 16,151 or 57.5% are owner-occupied housing and 11,956 or 42.5% are renter-occupied. A survey by the Federal Home Loan Bank indicates a vacancy rate of only 1.9% in 1980.

Richmond Housing Units -- 1980

Occupied	28,107	( 96.6%)
Vacant	975	( 3.4%)
Total	<u>29,082</u>	<u>(100.0%)</u>

#### 4.04 CITY'S PROBLEMS IN MEETING HOUSING NEEDS

The housing goals and the housing needs have been addressed in previous sections. This section deals with the problems which the City faces as it attempts to meet the needs and attain the goals. Four problems are discussed below -- lack of city funds, lack of personal income and high prices, more than a fair-share of lower income households and inexpensive housing units, and a poor image. The findings on problems are summaries which are discussed in greater detail in sections of the Housing Element dealing with sub-goals.

##### A. Lack of City or Institutional Funds

The City of Richmond wants to meet its housing needs and attain its housing goals. Actions to meet its housing needs require investment either by government entities or by private institutions. Such funds are currently not available. The City can encourage development and redevelopment in specific areas by investing its own or State or Federal funds in public improvements and facilities, land acquisition, or by lending funds to homeowners or landlords. However, in 1984, the City does not have adequate funds even to maintain the services and facilities which it presently operates. At the same time, the City is receiving less Federal funds than in prior years which can be applied toward housing programs. Hence, the traditional housing programs, which have greatly assisted in the revitalization of Richmond, will have to be reduced or eliminated.

More important than the government funds are private investments and loans. Regardless of how much the City accomplishes, it will be small in comparison to the private sector activity required to revitalize an area. Private developers must accomplish the in-fill housing and major renovation projects; investors must back the developers; private financial institutions must lend money for new home purchases and for rehabilitation work; and individual homeowners or landlords must accomplish the rehabilitation work. Lack of investment by the private sector is a major problem in Richmond's impacted areas, particularly when money is scarce and higher profits can be obtained elsewhere.

##### B. Income-Price Squeeze

People throughout the U.S. are caught in an income-price squeeze. The income of most families has increased slower than the rate of inflation, meaning the families lost purchasing power. At the same time the cost of housing has increased faster than the rate of inflation (for details of increased housing costs see Appendix A). The combination of these two factors means the cost of housing will amount to 40 or even 50% of many families' budgets rather than the 25% maximum which was the norm some years ago.

The income-price squeeze severely impacts lower income families, those

receiving less than \$18,720 per year in 1980 according to HUD. Their incomes are often fixed or, if not fixed, their wages traditionally rise at a very low rate, and during harsh economic periods the marginally employed are the first to be fired. They also have fewer resources to fall back upon and less slack in their weekly budgets which could be reallocated to cover increased housing costs. Lower income families have little chance of buying a house; both the down payment and the monthly payments are beyond their resources. They have little capability of maintaining their homes let alone rehabilitating them. Rents of \$500-600 per month amount to half the take home pay of a family earning \$20,000 per year; some lower income families may be forced from their homes by lack of funds.

Even moderate income families, those earning between \$18,720 and \$28,080 in 1980, have difficulty affording the present price of housing. A family with an income of \$18,720 can buy a house priced at \$45,000 assuming a 5% down payment, 14% interest, 30 year amortization, and no outstanding debts beyond 6 months. Several houses below \$45,000 have still been offered for sale in Richmond. Rent for a 2-bedroom house begins about \$450 per month, which is approximately 50% of the take home pay of a family earning \$18,720. Both examples show that it is possible for a moderate income family to obtain housing, but it is more and more difficult and at that level of income there is certainly no choice of housing.

The major reasons for the rise in housing costs are greatly increased demand and a reduction in production of new units. The production of new multi-family rental units has been limited, placing further pressure on the existing housing stock. The result is a further increase of price or rent.

Another reason for the rise in costs is the increase in expectations. Families in 1980 expect to live in houses which are larger and have more amenities than families expected in 1960, greatly increasing the cost of housing. Beginning families expect to buy larger houses at an earlier age than beginning families did 20 years ago, naturally the housing cost is higher and the ability to pay is lower.

The income-price squeeze is both a national and regional problem. Inflation must be controlled and more houses produced. The city through its policies and actions will attempt to address the problem, but is aware that its beneficial impact will be limited.

#### C. More Than Fair Regional Allocation Of Lower Income Households And of Inexpensive Housing

Richmond has more than a fair regional allocation of market area low-value housing and lower income households. Conversely, Richmond has less than a fair regional allocation of upper income families. "Fair Regional Allocation of market area" refers to the proportion of housing according to categories of value and of occupants according to



income level which Richmond would have if housing and population were distributed evenly throughout the market area (the market area is basically the West County and is defined more fully in Section 4.02 F.1.). Obviously, housing is not distributed evenly by value, nor is the population evenly distributed by income or other characteristics.

Richmond has more than a fair regional allocation of the lower income families in the market area. In 1980, the City had a higher proportion than the market area of lower income families, families with incomes below the poverty level, elderly persons and female heads of household (the last two groups have a high proportion of lower income households). For example, in Richmond 14.8% of all families lived below the poverty level, compared to only 10.7% in the market area and 6.1% in Contra Costa County.

Richmond has more than its fair share of low-value housing in the market area. In 1980 the City had a mean value for owner-occupied non-condominium housing of \$64,636, as compared to the county's mean of \$109,149 and the SMSA mean of \$115,360. Before World War II, Richmond housing was built primarily for industrial workers who could not afford even moderate value housing. The housing was small, constructed inexpensively and located on small plots. The low-value housing accounts for approximately 50% of Richmond's single family housing stock, and located in the Revitalization Neighborhoods. The housing, unlike San Francisco victorians, has been of marginal rehabilitation value.

1980 U.S. Census statistics show that Richmond has a much larger percentage of lower income families than the county. In Richmond 51.3% of all families are of lower income, compared to 30.6% in the county.

The low-value housing continues to attract lower income families from out of state and from other parts of the Bay Area. The housing and the neighborhoods are deteriorating. Attracting new lower income families continues and increases the speed of deterioration.

The concept of "a regional allocation of the market area" was developed by the State primarily as a means to determine if cities are accepting responsibility for their share of low-value housing and lower income residents. Richmond has the opposite problem from the concern of the State. Richmond's need is to balance the existing low-value housing with housing which attracts moderate and upper income families. The Housing Element is written to reflect the need to balance our housing stock with housing of higher value.

#### D. Poor Image

The City of Richmond has an image problem. The image of the City held by outsiders is negative. The image is of a depressed, industrial, low

income, minority and crime ridden community. Some of the perceptions are fact. Historically, Richmond has been an industrial town; it now has one of the largest industrial capacities in northern California. But, the notion of industry polluting the city is no longer valid. Areas of the City are depressed, but the majority of City has clean well kept neighborhoods, most of them built in the last thirty years in a suburban style. There is a large lower income population and 60% of the population are of minority groups, which engenders certain stereotype notions which are not valid. Crime, for example, is no more rampant in Richmond than in other cities in the Bay Area.

The poor image makes revitalization of the City difficult. Some residents seem to have accepted the image that outsiders hold, which has lowered their confidence and pride and decreased their willingness to work and take financial risks to improve their community. Financial institutions are reticent to lend for in-fill or rehab housing projects. Developers, financial institutions and prospective tenants are reticent to be a part of and invest in redeveloping commercial areas which are a key to revitalization of neighborhoods.

#### 4.05 GENERAL HOUSING GOAL AND SUB-GOALS

The housing goal and four sub-goals stated below provide the general framework within which the City of Richmond will determine the role of the City, and the housing activities which will be undertaken by the City over the next five years.

GENERAL HOUSING GOAL of the City of Richmond is to:

PROVIDE THE OPPORTUNITY FOR A FAIR SHARE OF ALL SEGMENTS OF THE POPULATION LIVING IN THE LOCAL MARKET AREA TO OBTAIN A VARIETY OF ADEQUATE HOUSING CONVENIENT TO OTHER ACTIVITIES AND FACILITIES, IN NEIGHBORHOODS THAT ARE SATISFYING TO THEM.

HOUSING SUB-GOALS of the City of Richmond are:

- I. ENSURE THAT A FAIR SHARE OF MARKET AREA RESIDENTS ARE ABLE TO OBTAIN A VARIETY OF STANDARD DWELLING UNITS OF A SIZE SUITABLE FOR THEIR NEEDS AND AT A PRICE THEY CAN AFFORD.
- II. MAINTAIN AND DEVELOP ATTRACTIVE, SAFE, RESIDENTIAL NEIGHBORHOODS WITH A VARIETY OF DWELLING TYPES AND COMMUNITY FACILITIES THAT WILL PRODUCE NEIGHBORHOODS WITH DISTINCT IDENTITIES CONVENIENT TO OTHER ACTIVITIES.
- III. ELIMINATE ALL FORMS OF ILLEGAL ARBITRARY DISCRIMINATION FROM THE HOUSING MARKET, AND PURSUE DEVELOPMENT OF NEIGHBORHOODS WHICH ARE BALANCED BY RACE, AGE, AND INCOME LEVEL.
- IV. PROVIDE OPPORTUNITIES FOR ALL SEGMENTS OF THE COMMUNITY TO OWN THEIR OWN HOME.

The general goal and four sub-goals are derived from policies stated in resolutions adopted by the City Council in 1962 and 1966, in the Housing Element adopted in 1970, goals suggested in the Housing Assistance Plan adopted in 1975, and in the Housing Element Amendment adopted in 1981. The four sub-goals are specific statements of directions indicated by the general goal.

The goal and sub-goals meet the requirements of Federal Community Development and Comprehensive Planning regulations, State Statute Section 65302 and Article 10.6 beginning with Section 65580, and are in accord with ABAG's Regional Housing Plan.



#### 4.06 ADEQUATE HOUSING

##### A. Sub-Goal I

ENSURE THAT A FAIR SHARE OF MARKET  
AREA RESIDENTS ARE ABLE TO OBTAIN A  
VARIETY OF STANDARD DWELLING UNITS OF  
A SIZE SUITABLE FOR THEIR NEEDS AND AT  
A PRICE THEY CAN AFFORD.

The market area predominately houses moderate and upper income families. Richmond predominately houses lower and moderate income families. Therefore Richmond already houses more than its regional allocation of lower income families and less than its regional allocation of upper income families.

By "...ensure...a fair share of market area residents...", the city states that it seeks to balance the value of housing and the income of its residents so that it approximates the local market area. The city seeks to reduce the percentage of lower income households and seeks to increase the percentage of higher income households. In order to accomplish this desire, Richmond's new housing efforts will concentrate on market rate housing. The city will continue to implement programs to assist lower income households to rehabilitate their homes or purchase homes, as funds are available. These programs are to assist existing residents and are not intended to attract additional lower income households.

The Adequate Housing Section deals primarily with the housing needs of existing lower income residents -- general needs, needs of special segments of the population, and needs as defined in the Housing Assistance Plan (HAP, a statement of housing needs as defined by and produced for the U.S. Department of Housing and Urban Development). The Section also discusses the constraints which hamper efforts to provide adequate housing and state policies which are intended to modify the constraints and attain the sub-goal as stated.

##### B. General Trends and Needs

###### 1. Trends

a. Richmond's housing stock is predominately single-family, detached, owner-occupied units. The trend, as Richmond becomes more urbanized, as costs rise and as energy resources become more scarce, will be toward more clustered developments sharing common walls and low-rise multi-family structures.

b. The housing stock in the older neighborhoods in the flatlands is mostly small, cheaply built, and placed on small plots. The housing is home to lower income families. However, as the price and demand for housing rises, middle income families will move into the neighborhoods.

## 2. Substandard Units

Statistics show 21.3% of the renters and 11.7% of the homeowners to be living in substandard housing according to the city's Housing Assistance Plan (HAP) of February 1983. The preponderance of substandard conditions is found in Revitalization Neighborhoods.

## 3. Overcrowded Units

a. According to the 1983 Housing Assistance Plan, 1,161 or 9.7% of the renters and 824 or 5.1% of the homeowners were living in overcrowded housing, for a total of 1,985 overcrowded households (Overcrowding is defined as more than one person per room per dwelling unit).

b. Overcrowding generally occurs in Revitalization Neighborhoods where residents have lower income levels. The overcrowding tends to occur most frequently in dwelling units with two or less bedrooms which, in 1980, had very low rents or low sale value.

c. The average household size (number of persons per household) dropped between 1970 and 1980 from 3.0 to 2.64 persons. The drop is similar to market area and County-wide reductions. The trend means that the amount of overcrowded households will be somewhat reduced. The trend will probably be reversed as housing and energy prices escalate.

## 4. Housing Overpayment

a. Among Richmond's households, 5,588 or 46.7% of all renter households and 3,883 or 24.0% of all homeowner households overpaid in 1979, according to the 1980 Census. Overpayment is defined as paying more than 25% of one's income for housing. The definition is outdated but still useful for comparison purposes.

b. The purchasing power of Richmond residents has dropped severely. Statistically this is reflected by a reduction in purchasing power of Richmond families between 1970 and 1980. Median household income in Richmond actually declined 8.8% between 1970 and 1979, when adjusted to 1982 dollars. The county median household income, meanwhile, increased by 6.9% in the same period.

c. The evidence that overpaying renter households tend to be of lower income is very clear. The data show that 77.3% of the renter households which were overpaying had incomes below \$10,000 and 94.1% had incomes below \$15,000 in 1979. In all, 8,280 or 87.4% of the 9,471 Richmond households overpaying in 1979 were of lower income. Many of these households must overpay in order to secure the most basic housing necessary to serve their needs.

d. A total of 2,931 families in Richmond, or 14.8% of all families, earned incomes below the poverty level (\$7,356 for a family of four in 1979), while countywide only 6.1% of the families earned incomes below poverty. Most of these families must be subsidized if they are going to obtain adequate housing.

e. Richmond has worked hard to house its low income families. Richmond had the highest proportion of subsidized housing units in the Bay Area, 10.2% in 1977. The figure refers to all types of subsidies -- public housing, construction subsidies, senior housing, and rent supplement housing. Public housing tends to ghettoize low income residents and is therefore not popular. Rent supplement programs are a method of dispersing low income families so that there is not an over-concentration of low income families in any one area of the City.

## 5. Summary

a. A total of 2,553 rental units (22.0% of the rental stock) and 1,892 owner-occupied units (12.2% of the owner-occupied stock) were inadequate for the present occupants in 1982 -- being either substandard or overcrowded according to the Housing Assistance Plan. These percentages are substantially higher if occupants who are overpaying for housing are added; in 1979 46.7% of Richmond's renters and 24.0% of the homeowners overpaid for housing.

b. An estimated 3,608 occupied substandard housing units and 125 vacant substandard units, for a total of 3,733 substandard units, were suitable for rehabilitation according to the Housing Assistance Plan. The HAP estimated that 711 substandard units needed replacement.

c. In 1980 Richmond had an unsatisfied housing need of 386 units, and a projected need of net additions to the existing housing stock of 6,396 units by 1990, according to ABAG's 1983 Housing Needs Determinations study for the San Francisco Bay Area. City staff estimates that the distribution of this housing need by tenure will be 4,000 owner occupied and 2,396 renter occupied units.

d. Between January 1980 and May 1984, 230 housing units have been brought up to code and rehabilitated to standard condition, with the assistance of the city's Community Development Block Grant funded programs. All of the units rehabilitated under the city programs house lower income residents.

e. Between January 1980 and May 1984, 1,227 units of new housing were constructed in Richmond. Of these, 1,058 were single family units and 169 were multi-family units. Over two-thirds of the single family units were built in El Sobrante, Hilltop Green, or Marina Bay neighborhoods, which are above moderate to high income



residential areas. Only 16% of the new single family units were built in the city's six very low or lower income neighborhoods. Of the total new units (single family and multi-family), city staff estimates that only 92 (or 7.5%) were in the very low or lower income categories.

### C. Needs of Special Population Segments

There are some segments of the population who, because of special disadvantages compounded by low incomes, have a difficult time acquiring standard and affordable housing.

#### 1. Large Families

Large families are defined as families with five or more persons. There were an estimated 1,183 lower income-minority-large families in substandard housing in the City of Richmond in 1982. An estimated 392 very low or lower income large family households were in need of rental subsidy. Typically, large families require at least a three-bedroom dwelling unit to accommodate their needs, and many require units with four or more bedrooms.

In 1980, Richmond's housing stock contained 2,036 large rental units (three or more bedrooms).

Although figures are unavailable as to the number of large family owner-occupied dwellings which exist in Richmond, large family homeowners do have the same basic problems as large renter families.

All too often large families rent or own housing that is substandard and/or is too small for their needs because more adequate accommodations are unavailable at a price the families can afford to pay.

In addition, large apartments and single-family units are also in demand by smaller families who can afford and desire to pay higher rents or prices for larger houses, thus the housing shortage problem for large families at affordable prices becomes even more acute.

#### 2. Minority Families

Richmond's minority population consisted of 60.3% of the population in 1980. In addition, minority families comprised 67.5% of all lower income families in Richmond.

As discussed in preceding sections, the single largest housing problem faced by lower income families is overpayment. This also holds true for lower income minority families.

Because some deteriorated neighborhoods in Richmond house many low income minority persons, and housing in these areas is small,

a secondary problem is the need for a sufficient number of standard sized units at affordable prices.

### 3. Elderly

An "elderly person" is defined as one who is 65 years of age or older. According to the 1980 Census, there were 7,862 elderly persons in Richmond, representing 10.5% of the city's population. Of the total, 946 elderly persons (or 12.4% of all the elderly in the city) lived in poverty. Further, 717 households with an elderly head of household lived in poverty, representing 17% of all Richmond households living in poverty.

According to the Housing Assistance Plan, 727 lower income elderly households were paying in excess of 30% of their income for rent. Of these, 500 are estimated to be in the very low income category.

An estimated 425 elderly lower income minority households were living in substandard housing according to the Housing Assistance Plan; 396 of these are Black.

The U.S. Census does not provide statistics on elderly homeowners. However, the City's experience in operating a code enforcement-relocation program provides evidence that houses in the worst physical condition tend to be occupied by elderly homeowners.

Despite property tax rebates now available to lower income elderly homeowners, many Richmond elderly homeowners are badly in need of financial assistance to rehabilitate or replace their houses. Needed repairs progressively get worse on the average because these homeowners can not afford to pay for even minimal correction of code violations. As time goes on the cost to correct repairs increases.

### 4. Handicapped

There is little information available to substantiate the extent to which handicapped residents have special housing needs. Experience, however, indicates that a substantial number have special housing needs and are of low income as well.

Broad classifications of handicapped are the physically disabled and the mentally disabled.

There were 6,284 handicapped residents in the City of Richmond in 1980, according to the State Employment Development Department. Few units in Richmond are designed to assist the physically handicapped in moving about with ease. This situation often prevents many handicapped persons from living independently, because they need the assistance of another person to move comfortably from one room to the next or might be totally dependent on others when leaving their homes.

Mentally handicapped persons are often unable to live independently for the same reasons as the physically handicapped. However, an additional stigma is attached to this group. Mentally handicapped persons are also faced with negative reactions from people not wanting them to live nearby.

#### 5. Female-Headed Households

Richmond housed 4,897 female-headed households in 1980, of which 1,781 or 36.4% were living in poverty. In certain neighborhoods the percentage in poverty exceeds 45%, and in the Iron Triangle it is 50.4%. Families with female heads of household are particularly vulnerable to housing problems, because of their high percentage with low income and high unemployment and the need for two or more bedrooms (depending on the number and ages of dependent children).

#### 6. Farmworkers

Few, if any, migratory farmworkers are housed within the incorporated limits of Richmond. The 1980 Census reported zero farm population for Richmond. Richmond is not located close enough to major agricultural areas to serve as a residential location for farmworkers, a fact reflected in ABAG's Housing Needs Report for the San Francisco Bay Area.

#### D. Housing Assistance Needs According To The HAP

Housing assistance needs have been identified for Community Development Block Grant purposes for lower income households in Richmond's Housing Assistance Plan (HAP), required as part of the city's application for a Community Development Block Grant from the U.S. Department of Housing and Urban Development (HUD). The following tables from the current Richmond HAP (dated February 2, 1983) show an estimate of housing stock condition and the number of lower income households to be assisted during the October 1982-September 1985 three-year period. The complete HAP document contains detailed methodological footnotes, and is available for reference purposes at the Richmond Housing and Community Development Department.

PART I of the HAP summarizes housing stock conditions and rental subsidy needs of lower income households by household type.

PART II summarizes the three-year goal of housing units to be assisted.

PART III (not included) shows general locations of proposed assisted housing.

PART IV provides specific housing assistance goals for the first year of the three-year period covered by the current HAP.



The estimates shown in the HAP are based primarily on 1980 Census data and the General Housing Condition Survey conducted by the Richmond Planning Department in November 1974, as up-dated in 1982. New projections for these tables will be prepared in 1985 for the October 1985 to September 1988 period.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM ENTITLEMENT PROGRAM <b>HOUSING ASSISTANCE PLAN</b>		1. NAME OF COMMUNITY <b>CITY OF RICHMOND</b>	
3. PERIOD OF APPLICABILITY FROM: OCTOBER 1, 1982      TO: SEPTEMBER 30, 1985		2. GRANT NUMBER <b>B - 8 3 - M C - 0 6 - 0 0 1</b>	
4. DATE OF SUBMISSION 12/30/82		5. HUD APPROVAL  (Signature of Authorized Official)      (Date)	
4a. <input type="checkbox"/> Original <input checked="" type="checkbox"/> Revision <input type="checkbox"/> Amendment			

**PART I - HOUSING ASSISTANCE NEEDS****TABLE I - HOUSING STOCK CONDITIONS**

	TENURE TYPE	STANDARD UNITS		SUBSTANDARD UNITS		SUBSTANDARD UNITS SUITABLE FOR REHA		
		OCCUPIED UNITS <sup>1</sup>	VACANT UNITS <sup>1</sup>	OCCUPIED UNITS <sup>2</sup>	VACANT UNITS <sup>2,3</sup>	OCCUPIED UNITS		VACANT UNITS
						Total <sup>4</sup>	Lower Income <sup>5</sup>	
		A	B	C	D	E	F	G
6	Owner	13,733	526	1,822	70	1,530	771	59
7	Renter	9,116	288	2,474	78	2,078	1,536	66

**TABLE II - RENTAL SUBSIDY NEEDS OF LOWER INCOME HOUSEHOLDS**

		ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
		H	I	J	K
8	Very Low Income <sup>5</sup>	490	2,423	346	3,259
9	Percent <sup>6</sup>	15.0 %	74.4 %	10.6 %	100%
10	Other Lower Income <sup>7</sup>	198	784	45	630
11	ETR <sup>8</sup>	28	0	0	28
12	To be Displaced <sup>9</sup>	8	33	1	42
13	Total	724	3,240	392	4,356
14	Percent	16.6 %	74.4 %	9.0 %	100%

**PART II - THREE YEAR GOAL****TABLE I - UNITS TO BE ASSISTED**

		REHABILITATION OF SUBSTANDARD UNITS	NEW CONSTRUCTION	CONVERSION TO STANDARD UNITS	HOME IMPROVEMENT
		L	M	N	O
15	Owner	285	0	0	0
16	Renter	0	0	0	0

(UNITS EXPECTED TO ASSIST LOWER INCOME HOUSEHOLDS)

17	Owner	285	0	0	0
18	Renter	0	0	0	0

**TABLE II - LOWER INCOME HOUSEHOLDS TO RECEIVE RENTAL SUBSIDIES**

		ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
		P	Q	R	S
19	Households to be Assisted Section 8	12	56	7	75
20	Percent	16 %	74 %	9 %	100%

**TABLE III - GOALS FOR HUD RESOURCES: SUBJECT TO LOCAL REVIEW AND COMMENT**

		ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
		T	U	V	W
21	Households to be Assisted	12	56	7	75

**HOUSING TYPE PREFERENCE (Maximum Number of Units that will be Accepted)**

22	NEW	REHAB	EXISTING
			75

23 ☐ Check this box if the applicant wishes to review State Housing Agency proposals within its jurisdiction.

**PART III - GENERAL LOCATIONS**

24 Attach map identifying the general locations of proposed assisted housing.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM  
ENTITLEMENT PROGRAM

HOUSING ASSISTANCE PLAN

1. NAME OF COMMUNITY  
"CITY OF RICHMOND"

2. GRANT NUMBER

B - 8 3 - MC - 0 6 - 0 0 1 5

3. PERIOD OF APPLICABILITY

FROM: 10/1/82 TO: 9/30/83

4.

☐ Original ☒ Revision ☐ Amendment

5. INCREMENTAL YEAR OF SUBMISSION

☒ 1 ☐ 2 ☐ 3

6. HUD APPROVAL

(Signature of Authorized Official)

(Date)

7. INCORPORATION OF HAP, PARTS I - III, BY REFERENCE. Parts I, II and III of the HAP approved

are incorporated by reference and are not contained in this (second) (third) year submission. (Latest amendment date of the HAP, Parts I - III, if any: )

PART IV. ANNUAL HOUSING ASSISTANCE GOALS

PROGRAM OR PROJECT	HUD	UNITS TO BE ASSISTED		LOWER INCOME HOUSEHOLDS TO BE ASSISTED			
List HUD Assisted Rental Housing Programs first, then other Rental Programs and Other Programs Separately.		NUMBER OF UNITS	HOUSING TYPE	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
A	B	C	D	E	F	G	H
<u>RENTER PROGRAMS</u>							
Section 8 Existing Housing	X	25	Existing	4	18	3	25
<u>HOME OWNERSHIP PROGRAMS</u>							
Home Improvement Loan Program	X	75	Rehab	12	56	7	75
Richmond Neighborhood Housing Services		10	Rehab	2	7	1	10
TOTAL:		110		18	81	11	110



E. Ten-Year Housing Need and Allocation of Need

1. ABAG, under mandate from the State of California, had allocated 6,396 housing units to Richmond as the number of additional units needed between 1980 and 1990.

Appendix C shows that 1,470 units were rehabilitated or constructed new since 1980. Over two-thirds of the units were private market-rate units.

2. The City, by Council Resolution 166-83 (see Appendix D) has distributed its total 1980-1990 housing need by income category as follows:

Number of Needed Units\*

Above Moderate Income	Moderate Income	Low Income	Very Low Income	Total Need
3,830	1,976	409	178	6,396

The distribution by income category is based on expected rehabilitation and construction by 1990 and on City policy. That policy, as indicated in the Housing Element, states that Richmond will assist existing low and very low income households as funds are available to do so. It also states that new units in Richmond will be market-rate, therefore attracting Above Moderate Income households. The City plans no additional units for the Very Low Income households.

The City, by Council Resolution 166-83, has also distributed its total housing need by renter/owner category as follows:

Number of Needed Units\*

Renter Occupied	Owner Occupied	Total Need
2,396	4,000	6,396

City policy is to develop a greater percentage of ownership housing. This policy is an outgrowth of the fact that Richmond already has a greater percentage of renter-occupied units than the other cities in its market area and the county.

- \* See Section 4.02.F.4. for income definitions, and Appendix D for justification of local adjustment of regional housing need projections.

## F. Constraints

### 1. Non-Governmental Costs

Housing costs (and the decrease in the purchasing power of residents) severely impact the ability of residents to afford adequate housing. The major market constraints of land, construction, and financing costs restrict the ability of Richmond households to obtain affordable housing. The value of homes in Richmond has increased up to 190% between 1975 and 1980, and median contract rent increased by over 100% during the same period. The rise in costs and associated problems are also discussed in Section 4.04.B and in Appendix A. Rising costs impact upper income families quite differently than lower income families.

a. Upper income families, those earning more than \$28,080 in 1980, pay more moneys for housing, and probably pay a larger portion of their income for housing today than they did even five years ago. However, they can still obtain housing and can choose housing types and locations to fit their needs and preferences. Market forces are dictating that housing for upper income families is the predominate housing being constructed, and the City supports the trend. The construction trend appears to be continuing and the City sees no need for policies or actions to influence the trend.

b. Moderate income families, those earning between \$18,720 and \$28,080 are rapidly priced out of the new house market, particularly if they have no down-payment available to them. Much of the resale housing is also available to this income level. Rental units are available to moderate income families but they now pay 35-50% of their income for housing. Moderate income families have little or no choice of type or location; price and financing are the determining factors. The City is very concerned with keeping and attracting more moderate income families to Richmond. Policies and actions which do not involve subsidies to promote more housing for moderate-income families are adopted as part of Housing Element.

c. Lower income families, those earning below \$18,720, have been priced out of the new house and rental markets and are rapidly being priced out of the resale house market. This is the income level most impacted by high housing costs and the group which is of most concern to the City. The majority of policies and actions in the Housing Element deal with providing housing to lower income families. Subsidies will be used when available from U.S. or State sources.

The policies and actions to assist lower income families are intended to assist those families already residing in Richmond. The policies and actions are not intended to increase the number of lower income residents.

## 2. Vacancy As An Indicator of Increased Demand

Vacancy rates are a good indication of demand for housing. In 1980, the vacancy rate for rental units was 3.2%, compared to 4.5% in 1970. A postal survey in 1979 indicated the rate is even lower (0.8%).

## 3. Apartment Conversion, Impact on Availability

The availability of rental units has been decreased slightly since 1980 by the conversion of 88 rental units into condominium units by mid-1984. The conversions which have occurred in Richmond are estimated to have reduced the available rental supply by 0.56%, since it has been found that as many as 45% of the rental units converted return to the rental market (though usually at a rent level 35% or more above the prior level).

## 4. Psychological Factors Limiting Investment in Housing

Decisions of entrepreneurs to invest in the construction of housing in a certain locality are dependent largely upon the likelihood of profit, competing investment opportunities, rent levels, cost of financing etc. They also consider the reputation and appearance of the locality as a good and stable community; no investor will knowingly put his money into an area which is likely to deteriorate rather than improve.

The image of Richmond as an industrial, lower income community is generally not helpful in attracting investment for housing. Further, the transient character of the lower cost housing areas and the below average scores of pupils in some schools in Richmond, deter housing investment.

On the other hand, recent development projects oriented to higher cost homes such as Brickyard Cove, the Marina Project, and the residential portions of the Hilltop Project, will tend to counteract the previous image and will encourage further private investment in housing for the city's residents. The improvement of the Downtown business district, and the construction of housing there, will further support this trend.

## 5. Government Constraints

### a. Time and Cost of Government Regulation

1. Local government policies and procedures affect the supply and cost of housing. Land use controls, such as zoning, have the greatest direct impact; but development approval procedures, permit fees and building codes affect housing costs as well.



The zoning regulations contain a variety of zones, each intended for a different kind of location. The "General Summary of Zoning Regulations, City of Richmond", shown in Appendix E, gives the name of each zone and some of its major controls. Most of these are basic zones, residential, commercial, industrial etc. In addition, there are combined zones which can overlies the basic ones to supplement them with special provisions.

The ordinance contains a number of review procedures. Conditional Use Permits are required in many situations when a particular use might pose problems (also, with a Use Permit lot size might be reduced, thus reducing the land cost for housing). The Controlled Development review procedure is required for construction by an "Additive" zone. The Variance procedure is largely intended to provide relief in unusual cases where the zoning requirements would work an undue hardship. The Planned Area (PA) procedure especially encourages design flexibility and offers varying special bonuses for worthwhile projects.

In Richmond, lower-density-zoned areas tend to be in the hills, with higher-density-zoned areas in the flatlands. Much of Richmond in the flatlands is zoned at higher densities than existing development, and could accommodate much more intensive uses.

While the zoning ordinance does regulate the development of housing in Richmond, it in no way deters or poses significant constraints on such development in the city.

The California Subdivision Map Act makes virtually all real estate division in Richmond subject to city review. It gives the city broad power and responsibility to guard against improper development. A subdivision must be denied if it is inconsistent with the city's General Plan (or any applicable Specific Plan), if the site is not physically suitable for the proposed density and type of development, or if the proposal is likely to cause substantial environmental damage.

State law is supplemented by local controls on subdivisions. These prescribe review procedures; set forth many regulations on design (such as those affecting lot patterns and street widths); and provide for construction of streets and other improvements where appropriate. A soil report is required in many instances, and design to minimize or eliminate potential flood damage is required in certain areas. Regulations require the provision of land or funds for recreation sites. A special section deals with subdivisions on hillsides.

Section 15.08.635 of the city's Subdivision Ordinance deals specifically with the conversion of existing rental residential

properties into condominiums. The main thrust of this article is to protect the city's residential rental supply and the rights of tenants.

State mandated regulations and procedures, in addition to requiring consistency between the General Plan and zoning for each proposed development, also include very detailed documentation, analyses and public participation requirements in the determination of environmental impacts and their mitigation.

2. The cost of documentation and permits can be substantial, and varies depending on site conditions, location, and type and design of development. State law requires that all fees charged be related to the actual cost of providing services; the city of Richmond's fees are fair in this regard and are low in comparison to fees charged by other cities in the Bay Area.

b. Lack of Government and Private Funds

This subject was discussed in Section 4.04 A. Government funds are needed to subsidize rehabilitation, to subsidize individual families and to subsidize new construction which will be offered at low rents. Government funds are also important as an inducement to private investors for housing and commercial development. The City could acquire land or build streets, utilities or drainage systems thereby making land available and ready for development. Richmond has accomplished many of these types of projects in the past, but recent reductions in State and Federal funding will greatly curtail future projects.

G. Policies and Strategies (Adequate Housing)

The City will:

1. Balance the value of housing and the income of residents in Richmond to more nearly approximate the local market area (i.e., reduce the percentage of lower income households and increase the percentage of higher income households) by concentrating new housing efforts on market rate housing.
2. Continue to devise mechanisms to better leverage CDBG funds to promote housing rehabilitation and preserve existing housing.
3. Study the feasibility of obtaining lots for discount sale to developers for in-fill housing as a means to cut construction costs and to provide units at more affordable prices.
4. Encourage and provide support to developers to construct below market rate housing (available to Richmond residents earning not more than 110% of the median income of all Richmond residents) by

granting a density bonus (or other benefits) in proportion to the percentage of below market rate housing provided.

5. Encourage organization of a consortium of lending institutions to pool financing for deteriorating areas in order to reduce the risk to any one lending institution.

6. Continue the use of the existing Section 8 rent subsidy program to provide financial assistance to lower income families and to reduce the concentration of lower income families in any one neighborhood.

7. Support efforts to secure funding for the Section 8 Moderate Rehabilitation Program in order to provide a greater number of affordable units to lower income households.

8. Continue to carry out the City's housing rehabilitation program in those areas where financial assistance is most needed.

9. Continue to support state and federal actions which provide an incentive to improve property and which will insure maximum assistance to Richmond in meeting the housing needs of its residents.

10. Encourage the State to continue tax exempt bond financing as a means to provide housing to meet the needs of all economic segments of the population.

11. Pursue an ongoing program of technical assistance, pre-sale inspections, code enforcement, default and delinquency counseling, relocation services, pre-occupancy counseling and general housing information and referral services.

12. Pursue all possible methods for generating additional funds for housing redevelopment.



#### 4.07 SAFE AND ATTRACTIVE NEIGHBORHOODS

##### A. Sub-Goal II:

MAINTAIN AND DEVELOP ATTRACTIVE, SAFE  
RESIDENTIAL NEIGHBORHOODS WITH A  
VARIETY OF DWELLING TYPES AND COMMUNITY  
FACILITIES THAT WILL PRODUCE NEIGHBOR-  
HOODS WITH DISTINCT IDENTITIES CONVEN-  
IENT TO OTHER ACTIVITIES.

Providing safe and attractive neighborhoods is parallel to, and equally as important as, providing adequate housing. To a family looking for a house, or currently living in one, the neighborhood is of prime concern. Realtors acknowledge that location, even more than the house, determines the value of real estate. Families who have a choice usually will not choose to move into or remain in a declining area. Often more time is spent investigating the neighborhood and its amenities than is spent looking at the property. The Findings, Trends and Needs presented below list the amenities desired by residents.

##### B. Findings, Trends and Needs

###### 1. Neighborhood Appearance

The appearance of other homes in a neighborhood can be the selling point of a house. If a home is well-kept, appears to be in good condition, and is located on a block where other homes are similarly maintained, it will likely sell faster and at a higher price than a well-kept home surrounded by less well-maintained properties. Just one poorly maintained house or garden in an area will adversely impact the neighborhood.

The vacancy rate of a given area can also detract from an area's appearance and value. Poorly maintained houses, high vacancy rates, neighborhood decline, and low housing value are all interrelated.

Trees and landscaping are critical to the appearance and feel of a neighborhood. If the proper types of trees are encouraged and maintenance is the responsibility of the property owner, it is a minimal cost to the City.

Adequate streets, sidewalks, curbs and gutters improve the over-all appearance of a neighborhood.

###### 2. Compatible Land Use

Many areas in Richmond have a mix of incompatible land uses. Financing is very difficult to obtain in areas of mixed land use.

Incompatible land uses are not easily eliminated. Natural attrition of incompatible land uses could take several generations. Advance planning with accompanying rezoning, programs for interim use and relocation would expedite the separation of uses.

### 3. Quality of Schools

Good schools are important to a community and are a factor in maintaining the market value of housing. Families with children want to live in neighborhoods with good schools, both for education purposes and as a community focal point. Many schools in Richmond scored quite low in reading and mathematics in the California Assessment Programs.

Schools can serve as a focal point when used for meetings and other social functions and can provide additional low cost recreational acreage to a neighborhood.

### 4. Park and Recreation Facilities

Availability of parks and recreation facilities adds to the desirability of a neighborhood. More leisure time among today's citizens, coupled with a growing interest in physical exercise and outdoor recreation, make it imperative that the City provide adequate parks and other facilities to meet the needs of its residents.

Densely populated areas of cities require a high ratio of park land to dwelling unit. In suburban neighborhoods, lots are often large enough to accommodate some recreation activities at home. In Richmond the more dense neighborhoods are the areas which require additional park land. Adequate parks and facilities need to be planned for new areas and old areas which have a deficit of parks.

### 5. Neighborhood Services

People desire neighborhoods with easy access to retail and food stores and personal services (such as laundromats, beauty shops, shoe repair, insurance agencies). This is particularly true of low income senior and handicapped persons who do not have the luxury of an automobile. In addition, high gasoline prices make driving to out-of-the-way shopping centers an inefficient method of shopping. Locating retail shops and food stores in or close to residential neighborhoods alleviates many of these concerns, as well as having the indirect effect of building specific identities for individual communities.

### 6. Employment Opportunities

Employment enables individuals to secure the economic necessities

and benefits of society including decent housing in pleasant neighborhoods. Those who do not have regular employment, are unable to afford repairs to their homes and thereby perpetuate the cycle of neighborhood decline. Richmond housing is heavily impacted by its long term, high rate of unemployment. Employment is needed, particularly, for those with low skill levels.

#### 7. Distance to Work

It has always been desirable for people to live near their work place. With the increasing cost of fuel, it will become a necessity. There were 33,000 jobs in local business, industry and government in 1977, of which 55% or approximately 18,000 were filled by commuters from outside Richmond. At the same time, approximately 35% of Richmond's labor force who were employed in 1980 worked in Richmond, and 65% outside Richmond. This totals approximately 19,400 residents working outside Richmond, and only 10,400 in Richmond. Balancing housing and jobs will require advance land use planning.

#### 8. Public Transportation

Public transportation within a neighborhood is becoming increasingly important to a growing number of home buyers. Traffic and parking problems, as well as the excessive costs of driving and maintaining an automobile, makes mass transit a more economical mode of travel for city residents. Inadequate public transportation increases the feeling of isolation shared by many young people and senior and handicapped persons, who are forced to remain close to home due to limited mobility. For low income workers, job opportunities are severely limited without public transportation. Improved public transit should be part of new development and redevelopment in Richmond.

#### 9. Public Safety

Crime impacts the quality of neighborhoods and the desire of people to reside or operate businesses in those neighborhoods. Families having a choice will usually choose not to live in perceived high crime neighborhoods.

Richmond's crime rate is influenced by such social and economic factors as high unemployment, a high percentage of poverty-level families residing in the Revitalization Neighborhoods, and an unstable portion of the population which migrates quickly through Richmond.

Neighborhoods and police have a joint responsibility for preventing crime. Increasing community liaison with the police and encouraging neighborhood groups to be more active in crime prevention can lead to a safer environment.



## 10. Community Spirit

In many respects community spirit is synonymous with neighborhood stability. People who are involved in their community also take pride in their homes. Although community spirit is an abstract concept and difficult to define, when it exists it has an effect on the livability of a neighborhood. Community spirit develops when residents are encouraged to participate in activities which improve their neighborhood.

Each neighborhood has its own historical, traditional, architectural, and geographic attractions. These positive, distinctive attractions, if identified and emphasized, may help promote more community pride and spirit.

## 11. Environmental Protection

Environmental protection includes two concepts, among others: protection of land which is unsuited to development, and enhancing the natural beauty of an area.

As the price of land increases, there is more and more pressure to develop areas which are unsuited for development because of risk to life or property. Areas which need to be protected from development include: those with unstable soil and steep terrain, those near seismic faults, and those which are in potential flood areas.

Enhancing the natural beauty is a means to build a positive image of Richmond. View corridors, street trees, landscaped creeks, ridgetlands, shorelands and marshlands, even artificially developed green belts will greatly improve the beauty of Richmond and enhance its image.

## 12. Energy Conservation in Development

### a. General Plan and Zoning

Opportunities for energy conservation are present in the original planning of the location of residential areas; locations near existing streets, utilities and public services conserve energy required for the construction of these facilities. Locations near major centers of employment, shopping and recreation conserve energy in the commute to work and recreation. Increase in residential density conserves energy in construction, and availability of trails encourages use of bicycles and walking thus conserving energy in transportation. These conservation measures are considered in the administration of the General Plan and Zoning Ordinance.

### b. Land Subdivision

The design of land development provides further conservation opportunities. The types of structures (attached vs detached) can lead

to savings of 30-50% in energy used for heating. Clustering and reduced street standards can conserve energy by reducing the amount of utility and street construction energy by up to 60%. Orientation of the streets and design of the parcels for single family housing will influence the siting and orientation of buildings, and can reduce heating and cooling energy requirements by 40%. The design can integrate the use of solar heating (both water and space), and can promote air circulation for cooling. Judicious use of native plants can reduce the need for watering and maintenance, thus also reducing energy consumption related thereto, and can be used for shading and windbreaks to reduce heating and cooling energy use. Energy conservation is discussed as a matter of routine in the subdivision review process.

#### c. Energy Costs

Gas and electricity are becoming increasingly costly, at a rate well in excess of the overall inflation rate (a 220% increase in energy cost, as compared to a 68% inflation rate over the last five years). Investment in conservation measures becomes increasingly economical as repayment time is shortened. However, the concept of passive energy conservation is relatively new, and must be supported by technical assistance to builders before it will come into wide usage. P.G. & E., the energy utility serving Richmond, maintains an active educational and informational program in this respect.

### C. Constraints

#### 1. Non-Governmental

##### a. Local Spirit

Many of the needs and desires of the community as stated above are difficult to achieve because there is a lack of neighborhood spirit. Appearance and crime protection are two items that are directly related to how much the community wants to get involved in improving the neighborhood. In situations where the spirit is not there, the City has a difficult time engendering it.

##### b. Individual Decisions

Individual or family decisions play a role in the improvement of an area. Neighborhood appearance, distance to work and energy conservation are often individual decisions.

#### 2. City Government

##### a. Lack of Funds

The City has no funds of its own and less federal funds each year available to clean up neighborhoods, buy out incompatible uses,

develop additional recreation facilities, increase crime protection services or to acquire scenic open areas.

b. Lack of Influence

Many of the needs and desires of the community must be provided by entities other than the City Government: private business, the local school district, or public transit districts. The City has limited ability to influence other jurisdictions or the private sector, all of which have their own financial problems. In the past the City has been able co-develop property by putting in some seed money of its own to encourage, or make it feasible for other agencies to participate. The City has no resources to continue this leveraging action.

c. Trade-Offs

The City has the ability to legislate various actions by developers such as more parkland, more environmental protection or set asides of land, and more energy efficient buildings. Each of these additional requirements of course costs money which cost is passed on to the purchaser of housing. The City has to decide whether the trade-off is to substitute more parks for higher cost housing.

D. Policies and Strategies (Safe and Attractive Neighborhoods)

The City will:

1. Continue as appropriate, to prepare neighborhood revitalization programs for focused efforts which would involve all segments of the community and would include housing, public improvements, recreation facilities, and improved City services.
2. Continue the search for additional funds to carry out neighborhood revitalization programs.
3. Investigate the possibility of rezoning areas of incompatible land use.
4. To maximum extent feasible encourage recipients of rehabilitation loans to direct some funds toward exterior improvements.
5. Encourage the provision of screening and landscaping in areas which contain incompatible land uses.
6. Investigate the possibility of using soon-to-be vacated schools for recreation or other neighborhood support activities.
7. Continue efforts to train and place residents in jobs in Richmond.



8. Continue to support economic development efforts on a citywide basis and focused neighborhood type programs.
9. Continue to experiment with public-community programs to develop a mutually supportive crime reduction program.
10. Continue to support the formation of community groups for any joint effort to combat crime, clean-up neighborhoods, and the planning and development of viable neighborhoods.
11. Encourage the identification and publication of historical and important attractions in each neighborhood.
12. Investigate the possibility of getting the Board of Real Estate and housing developers to participate more actively in housing planning.
13. Encourage construction of new housing in areas where public services and facilities are generally adequate to support the added population.
14. Pursue development of assisted housing for the elderly and handicapped, taking into consideration the need to locate units in close proximity to public transportation, shopping areas, medical and recreation facilities.

#### 4.08 BALANCING NEIGHBORHOODS

##### A. Sub-Goal III

ELIMINATE ALL FORMS OF ILLEGAL ARBI-  
TRARY DISCRIMINATION FROM THE HOUSING  
MARKET, AND PURSUE DEVELOPMENT OF  
NEIGHBORHOODS WHICH ARE BALANCED BY  
RACE, AGE AND INCOME LEVEL.

Richmond is concerned with upgrading and balancing its housing stock. The City is also concerned that low and moderate income families, minorities, and female headed households have a choice of adequate housing throughout the region without regard to race or income level. An optimum housing balance would be a mix of races and incomes within each of Richmond's neighborhoods.

##### B. Findings, Trends and Needs

###### 1. Imbalance by Income Levels

Neighborhoods within the City are not balanced by income. The lower income families live in the cheaper housing which is located in the flatlands in the Revitalization Neighborhoods.

###### 2. Cause of Imbalance by Income Levels

Imbalance of income levels between areas of the City, or stating it differently; the concentration of income levels in certain areas, is due to construction, design and lending practices used across the United States, and personal preferences of individuals. The causes of imbalance may be included in what is called the "subdivision mentality". Buyers, developers and lenders including the federal government have traditionally advocated homogenous neighborhoods which have resulted in rows of similar housing. Being similar, the houses sell in the same price range, and therefore attract persons of the same income level.

###### 3. Trend To Change Imbalance By Income Levels

The existing pattern, where all lower income families live in one area, will change as the cost of housing rises. Moderate income families will choose to live in housing which traditionally has been for lower income families. If the speed with which the change takes place is slow, the stability of the neighborhood will be maintained; moderate income families will replace lower income families as they die or move away. If the speed of change is fast, the stability of the neighborhood will be threatened; lower income residents will feel pressure to sell and move out.

#### 4. City Can Affect Imbalance By Income Level

In new subdivisions there is an imbalance of upper income families. The City can effect the balance in new subdivisions by encouraging and providing bonuses to development corporations which sell a portion of their houses at the lowest possible market rate.

#### 5. Imbalance By Race

Neighborhoods within the City are not balanced by race. Racial imbalance is due to personal preferences of residents and to historically set residential patterns. During and after World War II, certain sections of Richmond were set aside for Blacks to live in. Although segregation is now against the law, the original settlement pattern continues and will require generations to overcome. Section 4.03.A.3. provides details of racial patterns. Balance by race will be improved by the trend indicated in paragraph 3, and City actions suggested in paragraph 4 above.

#### 6. Personal Preference

Personal preference, assuming there are no discriminatory practices, is the key to future racial housing patterns. People will settle where they desire to live and where they can afford the housing. Some families desire to live in neighborhoods of similar race; others desire to live in mixed neighborhoods.

#### 7. Overt Discrimination

Federal and/or State law prohibit discrimination on the basis of race, sex, national origin, religion, handicap or marital status. Overt discrimination on the basis of these characteristics is therefore rare, though overt discrimination on the basis of age, single head of household, children, source of income, etc., is still in evidence.

#### 8. Covert Discrimination

By treating rental applicants or prospective buyers differently, covert housing discrimination persists. Covert discrimination against all special population groups appears to increase as demand goes up. For example, demand for rental housing is increasing, and it appears that discrimination against renters with children is on the increase.

### C. Constraints

#### 1. Market Considerations

Developers build the type of house which can be financed, will bring a high rate of return, and will appeal to buyers. A single family



detached unit in a subdivision of similar houses is the type which sells best and is most easily financed. The developer will build many houses of the same type and thereby cuts costs using economies of scale. The highest rate of return on investment is usually earned on large expensive houses. The above factors are market considerations. To a large degree the market considerations dictate what houses will be built in a given area. The City can influence the developer, but the developer must decide "will it sell, and will I make a profit?"

## 2. Property Tax

The real estate system and property tax structure of the United States dictates that land will be used to its "highest value and the best use." Therefore, neighborhoods with valuable land, such as those with views, will not be developed with below-market rate housing, or even with housing valued at the low end of the market rate, unless subsidies are provided.

## 3. Lack of Data

Richmond does not have specific data concerning housing discrimination complaints. The lack of data makes it difficult to design a program to attack specific discrimination issues.

## D. Policies and Strategies (Balancing Neighborhoods)

The City will:

1. Work toward achieving better coordination between the variety of housing counseling and fair housing services currently available to lower income Richmond residents.
2. Pursue additional state and federal funds with a view toward acquiring units in non-impacted areas of the City which do not have an overconcentration of lower income families for the purpose of providing greater opportunities to assisted families.
3. Publicly endorse by City Council resolution the principle of fair housing and adherence to the Federal Fair Housing Law.
4. Take a positive position to further fair housing practices by sending letters to realtors, bankers and developers to encourage them to fully adhere to the Federal Fair Housing Law.
5. Encourage the participation of local associations of real estate brokers, home builders and mortgage lenders in programs to promote Affirmative Marketing, Open Housing and review of mortgage credit and underwriting criteria that may have adverse impact on minorities and women.

6. Encourage and support efforts to stimulate community spirit and pride in individual neighborhoods thereby increasing the interest and participation of residents' role in the planning and development of their neighborhoods.
7. Encourage mutual self-help activities which further housing and community maintenance and which increase the ability of residents to manage their housing economically.
8. Investigate the concept of allocating density bonuses to those developers who reduce housing prices of some units in new subdivisions.
9. Work toward establishing a streamlined, speeded up and simplified procedure for the subdivision of land and the construction of site improvements and housing.
10. Continue to make available technical and financial assistance to promote and facilitate housing rehabilitation and conservation as a means to sustain the supply of affordable housing.

#### 4.09 OPPORTUNITIES FOR HOMEOWNERSHIP

##### A. Sub-Goal IV:

###### PROVIDE OPPORTUNITIES FOR ALL SEGMENTS OF THE COMMUNITY TO OWN THEIR OWN HOME.

The concept of owning one's home is rooted in the American culture and historically has been fostered by the government in the form of low interest loans and tax concessions. Richmond's housing was 57.5% owner-occupied in 1980. Other cities range from 66.3% in El Cerrito to 37.8% in Berkeley and 42.9% owner occupied in Oakland in 1980.

This section discusses two sets of problems:

- the barriers potential homeowners face when buying a house, and
- the financial difficulties of families who currently own their own houses.

##### B. Findings, Trends and Needs

###### 1. Potential Homeowners

###### a. Income-Price Squeeze

Moderate income families, those earning between \$18,720 and \$28,080, find it increasingly difficult to purchase their first house in today's market. The income-price squeeze discussed in Section 4.04.B. details the impact of the combined cut in purchasing power and explosion of housing cost. Renters are probably not able to save enough for an ever escalating down payment. If they have a low down payment, they cannot meet the monthly housing costs which include: principal, interest, taxes, insurance and utilities.

###### b. Remedies Are of Some Help

Remedies other than subsidies, while needed, will effectively cut the cost of homes by only 5% or 10%; if all remedies are used, maybe 20%. The price of a \$100,000 house, which is below the median price of a Bay Area home in 1980, would effectively be reduced to \$80,000, assuming all remedies are used to cut the price by 20%. The purchase of an \$80,000 house requires an income of between \$35,000 and \$42,000 assuming a 10% downpayment, a mortgage at 14% for 30 years, and no family debts extending beyond six months.



### c. Available Remedies

Types of remedies to cut costs include the following:

- Use improved construction methods, i.e., manufactured housing or modular construction.
- Build smaller units (less than 1,000 square feet) with less amenities (garbage compactors, air conditioners, garage door openers). This remedy would require encouraging first home families to reduce their expectations.
- Design for more efficient and more dense use of land and buildings, i.e., planned unit developments, townhouse/common-wall construction, multi-family structures. The units can be built for homeownership by structuring the ownership as condominiums or cooperatives.
- Utilize self-help techniques to build new units or rehabilitate old units. Occasionally an individual can build or rehabilitate a house, but it has been found to be more effective to have a group of families all working cooperatively on each others houses. Existing rehabilitation programs need to be revised to permit self-help construction.
- Utilize all available financing techniques. The following are some of the new techniques available:
  - Tax free bond issues to reduce interest paid on mortgages.
  - Co-venture arrangements to reduce the homebuyers downpayment and interest.
  - Variable rate mortgages which will allow more funds to be available, but may force the homeowner to give up his house if the payments become too large.
  - Support neighborhood groups which have access to additional sources of money and may be able to organize self-help programs and co-venture arrangements.

## 2. Existing Homeowners

Lower income homeowners families are the focus of this section. They already have their home. But, due to inflation have little money left after paying for basic necessities.

### a. Income-Price Squeeze

Lower income homeowners, those earning below \$18,720, find it increasingly difficult to maintain and in some cases, even retain

ownership of their homes. Fortunately, many lower income Homeowners, particularly the low income (those earning low below \$11,700) homeowners, have old mortgages with very low interest rates and payments or in fact have paid off their mortgages.

Even with the low mortgage payment, their cost of basic necessities -- food, clothing, utilities, transportation, taxes, medical costs -- have risen to the point that no funds are left over for maintenance of their house. Without continual maintenance the inexpensive houses in the Revitalization Neighborhoods quickly deteriorate and require major rehabilitation work. In the recent past, several rehabilitation jobs -- rehabilitate the kitchen and bath and bring the house up to minimum safety standards for lower income families -- cost over \$20,000. Lower income families cannot afford this kind of money without some type of assistance.

b. Impact on Senior and Handicapped Persons

The group hardest hit by rising costs are persons on fixed incomes, particularly the elderly and handicapped. Social Security checks are presently (1984 dollars) a maximum of \$497 per individual per month with supplements; and a maximum of \$853 per couple per month with supplements. There are no provisions to assist households which cannot meet monthly home payments or other obligations, though there are Federal and State tax relief programs which provide negligible assistance.

c. Need For Physical Assistance to Seniors and Handicapped

Seniors, and handicapped persons in particular, may need assistance with physical labor to help with easy maintenance which is beyond their capability. Some cities have experimented with programs using senior volunteers to assist seniors to maintain their homes. Still other cities have used The Job Training Partnership Act (JTPA) program to assist in the maintenance.

d. Available Remedies

Types of remedies to cut costs include the following:

- Programs to pool volunteer help for minor repairs and fix-up jobs are implemented in other communities. In some communities a slight charge is made.
- Programs to promote self-help repair, maintenance and rehabilitation projects have also been implemented in other localities.

Training, tool libraries, and technical assistance are the

types of programs needed to assist the self-help resident.

-- The City presently has a complete rehabilitation program available. The program includes counseling, design, financing, selecting the contractor and inspection.

C. Constraints

1. Lack of local groups which are interested in organizing self-help and volunteer programs.
2. Lack of City funds to promote or implement self-help or volunteer programs.

D. Policies and Strategies (Opportunities for Homeownership)

The City will:

1. Continue to encourage and use all available local, state and federal programs to provide lower financing costs to assist moderate and middle income households purchase housing.
2. Attempt to expand the number of vacant units being rehabilitated in order to make housing costs more affordable to lower income households and as a means to replenish the housing stock.
3. Continue to assist existing lower income homeowners who need financial assistance in rehabilitating their homes in Revitalization Neighborhoods.
4. Continue to support efforts which waive non-essential code violations thereby reducing the cost of rehabilitation and spreading funds to cover more units.
5. Promote the idea of a housing maintenance and rehabilitation self-help program to cut down on renovation costs and to stimulate residents' interest within their own neighborhoods.
6. Consider the possibility of rezoning certain areas of the City to higher densities to allow more units per acre but at the same time provide for adequate recreation space for potential families.
7. Investigate and encourage the use of PA's, clustering and innovative development, so that the land cost per housing unit will be reduced.
8. Promote the use of new materials and construction methods which reduce the cost of housing construction.



9. Work toward a streamlined, speeded-up and simplified procedure for obtaining approval of the subdivision of land and the construction of improvements and housing.
10. Continue to make available technical and financial assistance to promote and facilitate housing rehabilitation and conservation as a means to sustain the supply of affordable housing.
11. Support and expand opportunities for homeownership through investigating the feasibility of cooperatives, mobile home parks, manufactured housing and other forms of affordable homeownership.
12. Support activities which increase the ability of residents, particularly the elderly and handicapped, to remain in existing homes or neighborhoods, or ensure that suitable replacement housing at affordable prices is made available.
13. Encourage and provide support to developers constructing housing in new subdivisions to vary prices as well as provide innovative financing techniques to potential owners as a means to make housing costs more affordable.
14. Study feasibility of developing standards for energy efficient housing units and encourage developers of new units to consider methods to reduce energy costs.

#### 4.10 INVENTORY OF LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT

Pursuant to the requirements of state law, an inventory of potential housing sites was made. The inventory includes sites considered suitable for housing represented by major privately owned vacant parcels, by major and minor vacant publicly owned parcels, and by privately owned infill parcels (see Appendix B for inventory). General plan and zoning designations were not considered as binding on future use of these parcels, if they otherwise were deemed appropriate for residential use.

The inventory includes parcels in the Richmond city limits, and also parcels outside the city limits but within the Sphere of Influence allocated to the City by the Local Area Formation Commission (LAFCO).

Vacant lands considered appropriate for residential use in North Richmond (other than infill parcels) will not be available for development until the flood protection measures planned by the U.S. Corps of Engineers have been installed.

Future studies, undertaken pursuant to the Housing Element policies on Governmental Constraints, may uncover additional sites for conversion from present commercial and industrial to residential uses.

##### Findings

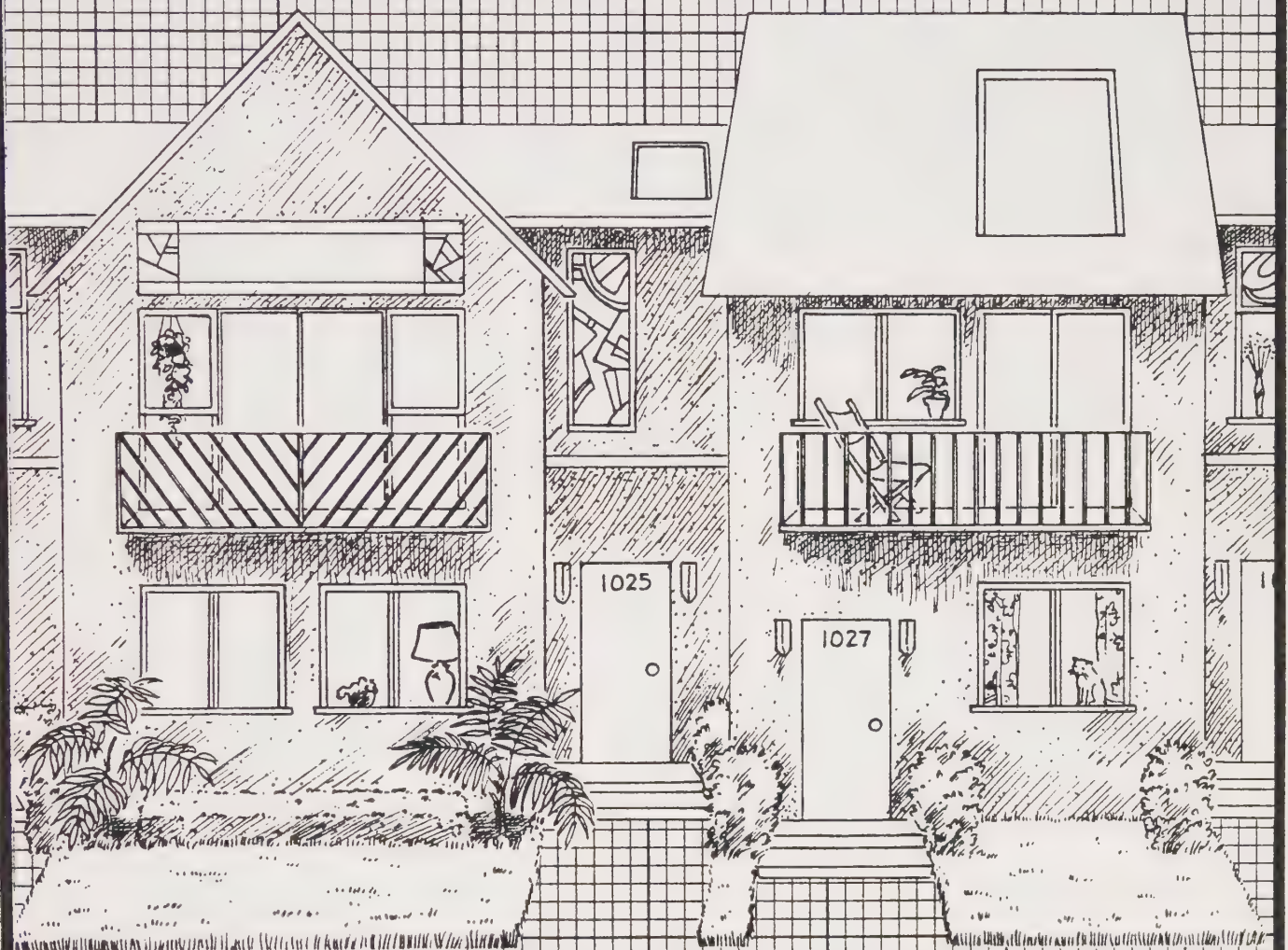
1. The inventory shows approximately 3,050 acres of available housing sites, which could accommodate nearly 12,800 housing units within the Sphere of Influence.
2. Most of these sites, 2,803 acres with a potential 10,505 housing units, are privately owned and exist in larger holdings (the smallest being 6 acres and the largest 550 acres). Most sites are located in hilly terrain, thus resulting densities are relatively low.
3. Publicly owned parcels, 38 acres with a potential 325 housing units, are generally located on more level ground in areas appropriate for multiple family housing, and thus average a much higher density.
4. Infill parcels, 215 acres with a potential 1,940 units, are also generally located on level ground and match the densities of their respective surroundings.
5. Most of the major parcels are suitable for either multiple family dwellings or a combination of single-family and multiple-family dwellings. Infill parcels are generally suitable only for single-family or two-family units. Some of the parcels are suitable for mobile home parks.
6. While existing General Plan and zoning designations were not considered binding in the analysis of the sites, they are shown

in the inventory. Further, the relationship to existing services and utilities is also shown. With the exception of the four largest sites, which will contain new school and recreation sites, all sites are dependent upon existing schools and other community services and facilities. Most of the sites have utilities available or nearby, but must provide interior distribution systems. Infill sites and most publicly owned sites are already fully provided with utilities.





# Five-Year Objectives & Programs







#### 4.11 FIVE-YEAR OBJECTIVES AND PROGRAMS

##### SUB-GOAL I:

ENSURE THAT A FAIR SHARE OF MARKET  
AREA RESIDENTS ARE ABLE TO OBTAIN A  
VARIETY OF STANDARD DWELLING UNITS OF  
A SIZE SUITABLE FOR THEIR NEEDS AND AT  
A PRICE THEY CAN AFFORD.

##### NEW CONSTRUCTION

##### OWNER HOUSING

It is projected that 4,300 privately financed single family owner occupied units (including condominiums) will be built in Richmond during 1985-89. Of these, 3,430 or 80% will be in the following four major development areas: Hilltop, Marina Bay, Brickyard Cove, and El Sobrante. These four areas accounted for 835 or 79% of the new single family units built in the city from 1980 - through mid-1984. Although the 1980-84 total of units constructed was small compared to the number projected for 1985-89, the major developments were gearing up during 1980-84, securing development approvals and preparing their detailed plans. As of mid-1984 the first phase of Marina Bay housing is completed; new projects in Brickyard Cove and in Hilltop are under construction; and in El Sobrante several large projects are in various stages of construction.

The above paragraph addresses the city's market rate or privately financed new housing objective for 1985-90. With respect to below-market rate housing, the city will continue to implement programs, where available, to provide new homeowner units for existing low and lower income residents. One currently available program is described in the following paragraph.

##### Program or Action

##### Program Description

1. California Homeownership Assistance Program (CHAP)  
Program Responsibility:  
State HCD and Richmond Housing and Community Development Dept.

HCD provides funding for up to 49% of the cost of purchasing manufactured housing on single family lots for eligible low and moderate income buyers. The city will market program, prequalify potential buyers, and assist developer in obtaining necessary lot for scattered site development.

##### RENTAL HOUSING

It is projected that 369 new multifamily rental units will be constructed during 1985-89 in the above moderate and moderate income category.

## SUB-GOAL I, NEW CONSTRUCTION, RENTAL HOUSING (Continued)

ries. Of these, 180 or 50% are projected for the four abovementioned major development areas; the other 50% will be constructed in other Census tracts throughout the city.

In the very low and other lower income categories, the city will continue to utilize Federal and State programs, where available, to provide for new construction of lower income rental units for existing residents. Two current programs are the following:

<u>Program or Action</u>	<u>Program Description</u>
2. Elderly Housing Construction <u>Program Responsibility:</u> Richmond Hsg Auth'y, HUD	Provides for construction of elderly housing complex through the use of HUD funds. Referendum authority obtained in 1970.
3. Housing Development Grant (HODAG) <u>Program Responsibility:</u> Private developers, lenders, city, HUD	Provides for the new construction or substantial rehabilitation of rental housing. A minimum of 20% of the units must be occupied or available for occupancy by lower income families who may not pay more than 30% of their incomes for rent.

## HOUSING REHABILITATION

### OWNER HOUSING

4. Home Improvement Loan Program <u>Program Responsibility:</u> Richmond Housing and Community Dev't Dept.	Provides flexible interest loans for housing rehabilitation (0-9%) to low and moderate income families from a revolving loan fund. Funds are provided from the Community Development Block Grant.
5. Neighborhood Housing Services Program <u>Program Responsibility:</u> RNHS Co., Nd'd Reinves't Co., Richmond Hsg & CD.	Provides housing rehabilitation loans to homeowners residing in the Southside neighborhood. Funds are provided by the city from CDBG.
6. Rehabilitation of Vacant and Abandoned Structures Program <u>Program Responsibility:</u> GRCDC, City Hsg & CD.	Acquires and rehabilitates vacant and abandoned structures located in the CD target areas, for resale to lower income first-time homebuyers.

## HOUSING REHABILITATION, (Continued)

### RENTAL HOUSING

<u>Program of Action</u>	<u>Program Description</u>
7. Home Improvement Loan Program <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	City makes available flexible interest loans to owner-occupants of 2-4 unit structures for rehabilitation, through its CDBG program.
8. CHFA Multi-Family Rehabilitation <u>Program Responsibility:</u> Private developers, lenders, CHFA, city	CHFA issues bonds and makes loans available for rehabilitation and/or purchase of existing multi-family structures.
9. Rental Rehabilitation Program <u>Program Responsibility:</u> Private developers, lenders, city, HUD, Richmond Hsg Auth'y	HUD provides a grant to the city, to help support the rehabilitation of privately owned residential property and rental subsidies to lower income families to help them afford the rent of rehabilitated units. 70% to 100% of the rehabilitation grant will be used to Benefit lower income families.
10. Rental Rehabilitation Demonstration Program <u>Program Responsibility:</u> Private developers, lenders, city, HUD, Richmond Hsg Auth'y	HUD provides Section 8 certificates or vouchers for units rehabilitated under the program. City provides funds to assist owners of rental properties to rehabilitate multi-family structures.

### SUBSIDY OF EXISTING RENTAL UNITS

11. Section 8 Existing Housing Program <u>Program Responsibility:</u> HUD, Richmond Housing Authority	HUD provides Section 8 certificates to local Housing Authority for issuance to low and moderate income families to subsidize rents, so that such families pay no more than 30% of their income for rent. Rental property owners are solicited for program participation.
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SUB-GOAL II:

MAINTAIN AND DEVELOP ATTRACTIVE, SAFE,  
RESIDENTIAL NEIGHBORHOODS WITH A  
VARIETY OF DWELLING TYPES AND COMMUNITY  
FACILITIES THAT WILL PRODUCE NEIGHBOR-  
HOODS WITH DISTINCTIVE IDENTITIES CONVEN-  
IENT TO OTHER ACTIVITIES.

<u>Program or Action</u>	<u>Program Description</u>
1. Code Enforcement <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides for enforcement of the Housing Code, aimed at the removal of blighted housing as well as maintaining decent, safe and sanitary housing.
2. Code Enforcement Relocation <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides relocation benefits and related assistance to owners and tenants displaced as a result of CDBG activities. Temporary relocation benefits and assistance are also provided to homeowners who are displaced by CDBG funded rehabilitation activities.
3. Emergency Repair Program <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Immediate attention is given to correct any housing condition which endangers the health or safety of the occupant. Deferred loans are provided to low and moderate income families through the CDBG program.
4. Paint Rebate Program <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides up to \$150 in reimbursements to single family homeowners to paint the exterior of their homes. Eligible costs include paint, painting supplies and equipment.
5. Demolition of Vacant and Abandoned Structures <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides for the demolition and removal of vacant/abandoned residential structures which are infeasible of rehabilitation and which pose a threat to the health and safety of the surrounding area.

SUB-GOAL II (continued)

<u>Program or Action</u>	<u>Program Description</u>
6. Public Improvement Program	Provides for the upgrading and general revitalization of blighted and deteriorated neighborhoods through a concentrated approach.
a. Landscape Demonstration Project <u>Program Responsibility:</u> City Hsg & CD and Recr'n and Parks Departments	Provides for the selection of demonstration blocks to landscape front yards of residential properties located in deteriorated areas.
b. Landscape Rebate Project <u>Program Responsibility:</u> City Hsg & CD and Recr'n and Parks Departments	Allows residents up to \$200 in rebate to landscape their properties.
c. Land Assembly Project <u>Program Responsibility:</u> City Hsg & CD and Recr'n and Parks Departments	Identifies vacant lots throughout target area neighborhoods for clean-up, purchase and development of residential structures for low and moderate income families.
d. Street Improvement Proj. <u>Program Responsibility:</u> City Hsg & CD and Public Works Departments	Provides for the improvement and reconstruction of blighted and deteriorated streets in CD target areas.
7. Neighborhood Cleanup Project <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides for the clean-up and removal of trash and debris along major thoroughfares.
8. Address Identification Project <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides funds to paint addresses on curbs in residential CD target areas.
9. Housing Rehabilitation Inspection Services <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides for all staff services related to code enforcement and rehabilitation/inspection services. This includes property inspections, preparation of code deficiency reports, specifications, cost estimates, architectural drawings, contract documents, monitoring of rehabilitation work etc..

SUB-GOAL II (Continued)

<u>Program or Action</u>	<u>Program Description</u>
10. Housing Counseling <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides default and delinquency counseling to homeowners, tenant landlord counseling, marketing of Home Improvement Loan Program (HILP), staff services necessary to carry out relocation program, administration of evaluations by homeowners of rehabilitation work, and consumer workshops.

SUB-GOAL III:

ELIMINATE ALL FORMS OF ILLEGAL ARBITRARY DISCRIMINATION FROM THE HOUSING MARKET, AND PURSUE DEVELOPMENT OF NEIGHBORHOODS WHICH ARE BALANCED BY RACE, AGE, AND INCOME LEVEL.

<u>Program or Action</u>	<u>Program Description</u>
1. Housing Counseling <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides specialized assistance to homeowners and renters in the areas of housing and consumer affairs. Major components include:  a. <u>Default and delinquency counseling</u> - assistance provided to chronically delinquent property owners in jeopardy of losing their homes.  b. <u>Tenant Landlord Counseling</u> - provides advice to tenants and landlords regarding legal rights and responsibilities related to evictions, security deposits, and discrimination.
2. Legal Assistance Project <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides increased free legal assistance to low and very low target area residents in the areas of housing discrimination, survival needs of shelter, income and health care.
3. Affirmative Marketing <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides for the adoption of procedures and requirements for affirmative marketing units rehabilitated under the Rental Rehabilitation Program.



SUB-GOAL III (Continued)

<u>Program or Action</u>	<u>Program Description</u>
4. Information and Referral Services <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides staff support to those agencies and organizations which offer housing discrimination and opportunities related services.
5. Rubicon Independent Living Services <u>Program Responsibility:</u> Richmond Hsg & CD Dept., Rubicon Programs Inc.	Provides housing counseling and advocacy services to lower income mentally and developmentally disabled persons, primarily those residing in the CD target areas.

SUB-GOAL IV:

PROVIDE OPPORTUNITIES FOR ALL SEGMENTS  
OF THE COMMUNITY TO OWN THEIR OWN  
HOME.

<u>Program or Action</u>	<u>Program Description</u>
1. Rehabilitation of Vacant and Abandoned Structures Program <u>Program Responsibility:</u> Richmond Hsg & CD Dept.	Provides for acquisition, rehabilitation and resale of vacant and abandoned structures to lower income families interested in becoming homeowners.
2. Infill Housing Construction Program <u>Program Responsibility:</u> Private developers, state, HUD, city	Provides for construction of owner units on vacant lots located in existing residential areas for resale to lower income families.





An abstract graphic design featuring a large, dark, textured shape on the left side, resembling a stylized building or a large letter 'L'. The background is filled with a dense, repeating halftone pattern. In the upper right, there are two small, white, rectangular shapes. Below these, there are two larger, white, rectangular shapes. To the right of these, there is a large, white, oval shape. The overall composition is geometric and modern.

# Appendices





APPENDIX A

INCREASES IN COSTS OF HOUSING





## APPENDIX A

### INCREASES IN COSTS OF HOUSING

#### 1. Cost of Land and Subdivision.

The increasing scarcity of well located and fully serviced residential lands in recent years has driven up the cost of this commodity well in excess of the inflation rate. While the Consumer Price Index (CPI) for the San Francisco Bay Area increased by 48.4% between 1970 and 1975, land prices for comparable residential parcels increased only 40.0% during that period. However, between 1975 and 1980 the CPI increased by 67.5% and residential land costs skyrocketed by 185.7%.

In addition to the cost of land itself, the cost of preparing it for development through off-site improvements and the requisite submissions, planning and engineering also increased at an accelerating rate. These costs increased 57.9% between 1970 and 1975, and 69.0% between 1975 and 1980 (see tables A-1 and A-2).

TABLE A-1

#### CONSUMER PRICES, LAND AND SUBDIVISION COSTS

Item	1970	1975	% Inc.	1980	% In.
Consumer Price Index (SF-Oak) Bay Area)	115.5	158.6	48.4	248.0	67.5
Average Residential Land Cost for West Contra Costa County, per Acre	\$5,000	\$7,000	40.0	\$20,000	185.7
Subdivision Costs	\$35-55	\$55-85	57.9	\$105-125	69.0

Sources: U.S. Department of Labor (Bureau of Labor Statistics), Building Industry Association of Northern California, Northern California Real Estate Research Council, News Engineering Construction Cost Index.

TABLE A-2  
COST OF RESIDENTIAL LAND FOR DEVELOPMENT  
PER ACRE

Richmond and West Contra Costa County

Item	1970	1975	% Increase	1980	% Increase
Range	\$5-20,000	\$7-25,000	-	\$20-50,000	-
Average	\$ 5,000	7,000	40.0	20,000	185.7

Source: Developers' Survey by Rod Herman, Assistant Executive Director of Building Industry Association of N/CA, December 1980.

## 2. Cost of Construction

The cost of residential construction has increased substantially over the years, increasing the cost of shelter for both buyers and renters. Between 1970 and 1975 the cost of constructing single family housing in the Bay Area increased by 49.0% and the cost of constructing multiple family rental units increased by 37.6%. The rates of increase for the period 1975-1980 are 67.1% and 54.1% respectively (see Table A-3).

TABLE A-3  
COST OF RESIDENTIAL CONSTRUCTION

Building Type	Cost per sq. ft.				
	Dollars		%	Dollars	
	1970	1975	Increase	1980	Increase
Single Family*	16.00	23.84	49.0	39.84	67.1
Multiple Family	14.27	19.64	37.6	30.27	54.1

\* Single-Family Home, Standard Quality Construction.

Source: Marshall & Swift Publication Co. & Northern California Real Estate Research Council.

### 3. Cost of Homes.

The cost of existing single family homes (which includes land, improvements, the residence itself, and usually certain appliances, fixtures and some items of personal property) has increased approximately 39.0 between 1970 and 1975 and 123.5% between 1975 and 1980 for the "Average Home" listed in West County. Tracking three specific properties in Richmond over the same time period, increases were found to range from 24.0% to 37.1% between 1970 and 1975, and from 81.6% to 191.7% between 1975 and 1980 (see Table A-4).

TABLE A-4

WEST COUNTY MEDIAN VALUE OF HOUSES

		Median	Value	%	Value	%
		1970	1975	Increase	1980 *	Increase
Median Value of Homes in West County		\$25,734	\$35,777	39.0	\$79,961	123.5
Value of Richmond Houses	#51	25,000	31,000	24.0	81,000	161.2
	52	17,500	24,000	37.1	70,000	191.7
	57	-	49,000		89,000	81.6

\* Median Value for 1980 is based on January - November 1980.

Sources: West Contra Costa Board of Realtors, Northern California Real Estate Report of Northern California Real Estate Council.

### 4. Rent Level of Multiple Family Dwellings.

Median contract rent in Richmond increased 35.6% between 1970 and 1975, and 104.4% between 1975 and 1980. Increased rent levels are caused not only by the increasing cost of the structure, operations and financing, but are further aggravated by abnormally low vacancy rates which decrease competition for renters and allow rents to rise without a penalizing vacancy factor. The vacancy rate in Richmond is estimated at below 2% for the average unit, well below the 4-6% vacancy rate which would allow for free play of competitive rental ranges providing a good choice of units for renters (see Table A-5).



TABLE A-5

MEDIAN CONTRACT RENT, RICHMOND

	<u>Median Rent</u>		<u>%</u> Increase	<u>Rent</u> 1980	<u>%</u> Increase
	1970	1975			
Richmond Units*	\$101	\$137	35.6	\$280	104.4

\* For 2 bedroom unit (4 rooms)

Sources: 1970 U.S. Census, 1975 Contra Costa Special Census, Richmond Housing Authority.

5. Interest Rates and Loan Ratios.

Interest rates affect purchasers of homes (both new and existing) since the monthly payment made by most homeowners consists largely of interest on their outstanding mortgage. Similarly, the level of rent charged to renters is increased if the financing on the apartment structure or the home cost more. The cost of interest for homes and apartments has risen substantially in recent years; Between 1970 and 1975 the FHA and conventional mortgage rates increased by 20% and -1.1% respectively. However, between 1975 and 1980 the increases were 50% and 30.8% respectively. During the same time the Prime Interest Rate, which applies to business loans and affects construction loans proportionately, increased 3.4% and 13.0% respectively (see Table A-6).

TABLE A-6

INTEREST RATES

Rate Type	1970	1975	<u>%</u> Increase	1980	<u>%</u> Increase
FHA for SF (80% Loan)	7.50	9.00	20.0	13.50	50.0
Conventional Mortgage	9.16	9.06	-1.1	11.85	30.8
Prime Rate	7.28	7.53	3.4	18.00	139.0

Sources: U.S. Department of Housing & Urban Development, U.S. Department of Commerce, Bureau of Economic Analysis.

Quite apart from the interest rates charged, certain qualifications used by lenders in making loans affect the ability to purchase housing. A major consideration is the relationship utilized by lenders to determine whether or not a loan should be made, which is a ratio between the amount of the loan requested and the income of the applicant. Even though the cost factors discussed above have gradually excluded more and more loan applicants from qualifying, the 35% ratio (principal, interest, taxes and insurance to net income) utilized by FHA in making loans has remained unchanged. The prevailing ratio utilized by private lenders has also not changed, but the latter have practiced greater flexibility in the application of their ratio and have allowed an increasing number of exceptions to same. Further, new mortgage instruments (among them Graduated Payment Mortgages) have come into use, which reduce payments in the first years of a new loan and thus make it easier to meet the loan ratio requirements. Total effect of these measures, however, is only a minor increase in the amount of loan for a given income.

#### 6. Energy Costs.

Increased cost of heating, lighting, cooking and hot water have rendered monthly utility bills a major budgetary item and have limited monies available for other housing costs or other expenditures. Between 1970 and 1975 the cost of one KWH increased 38.5% and one Therm 124.3%. Between 1975 and 1980 the respective increases were 227.8% and 261.2%. Further increases are sure to come (see Table A-7).

TABLE A-7

#### ENERGY COSTS PER UNIT\*

Energy Type	<u>Dollar/Unit</u>		%	\$ /unit	%
	1970	1975		1980	
			Increase		Increase
Gas (per Therm between 106 & 212/mo)	0.070	0.157	124.3	0.567	261.2
Electricity (KWH between 240 & 480/mo)	0.013	0.018	38.5	0.059	227.8

\* PG&E Charges to Residential Customers

Source: PG&E





APPENDIX B

VACANT SITES FOR NEW HOUSING



TABLE B-2

MAJOR PUBLIC VACANT SITES FOR POTENTIAL NEW HOUSING

<u>Location</u>	<u>Owned By</u>	<u>Acreage</u>	<u>Est. No. Hag. Units</u>	<u>General Plan Designation</u>	<u>Zoning</u>	<u>Existing to Service Site</u>		
						<u>Schools</u>	<u>Recreation</u>	<u>Utilities</u>
A. S/Bissell betw. 12th & 13th	Redev.Agcy.	0.9	7	General Comm.	C-M	x	x	x
B. S/Bissell betw. 13th & Marina Way	Redev.Agcy.	0.9	8	" "	R-3	x	x	x
C. Betw. MacDonald & Bissell, 11th & Marina Way	Redev.Agcy.	7.5	100+ Comm'l	Regional or Com- munity Center	C-M, R-3	x	x	x
D. E/Marina Way betw. Barrett & Nevin	Redev.Agcy.	5.1	75+ Comm'l	General Comm.	C-M	x	x	x
E. E/Marina Way betw. Nevin & MacDonald	Redev.Agcy.	1.9	25+ Comm'l	" "	C-M	x	x	x
F. Behind Hillview School	RUSD	5.5	30	15-30% slope, Suburban Medium	R-1A6	x	x	x
G. N/Hilltop Dr. (at I-80)	RUSD	10.0	40	Suburban Low	R-1, R-1CD	x	x	x
H. Behind Sheldon School	City	0.5	3	Urban Low	R-1	x	x	x
I. So. end of Clark Road	City	4.6	15	Suburban Medium	R-1A6	x	x	x
J. 19th & Nevin (at Portola)	City	1.1	20	Urban High	R-3	x	x	x
K. 23rd St. S/Grant	City	.2	1	Urban Low	C-M	x	x	x
L. 5th St. betw. MacDonald & Bissell	City	.1	1	Urban Medium	R-2	x	x	x
TOTAL		<u>38.3</u>	<u>325</u>					

Source: Richmond Redevelopment Agency, Richmond Unified School District, City of Richmond Planning Department



TABLE B-1 (CONTINUED)

POTENTIAL MAJOR PRIVATE VACANT SITES FOR NEW HOUSING

<u>Project</u>	<u>Jurisdiction</u>	<u>Basic Site Acreage</u>	<u>Estimated Number of Housing Units</u>	<u>City General Plan Designation</u>	<u>Zoning</u>	<u>Existing to Service Site</u>		
						<u>Schools</u>	<u>Recreation</u>	<u>Utilities</u>
14. Mosher (2 x)	City	110	35	Open Space Reserve 15-30% slope, Over 30% slope, Rural Low	R-1, C-R	x	x	New
15. Trollman	City	70	150	Rural Low, Rural Medium Suburban Medium 15-30% slope, Over 30% slope	R-1A6	x	x	New
16. Greenridge II	City	30	25	15-30% slope, Suburban Medium	R-1A6	x	x	New
17. Casa Ladera	City	6	40	Suburban Medium	R-1A6/CD	x	x	x
18. Hillview	City	59	100	Rural Low, 15-30% Slope Rural Medium, Over 30% slope, Suburban Medium	R-1A6/A9	x	x	New
19. Johnson (2x) (mobile homes)	City	133	270	Rural Medium Suburban Medium 15-30% slope, Over 30% slope	I R-1 II C-R	x	x	New
20. Small parcels on San Pablo Dam Road	County	65	400	Rural Medium	R-6,7,10 D-1, M-12 M-17,29	x	x	x
TOTAL		2,803	10,505					

Source: City of Richmond Planning Department, Contra Costa County Planning Department.

TABLE B-1

## POTENTIAL MAJOR PRIVATE VACANT SITES FOR NEW HOUSING

<u>Project</u>	<u>Jurisdiction</u>	<u>Basic Site Acreage</u>	<u>Estimated Number of Housing Units</u>	<u>City General Plan Designation</u>	<u>Zoning</u>	<u>Existing to Service Site</u>		
						<u>Schools</u>	<u>Recreation</u>	<u>Utilities</u>
1. Port/Marina	City	75	3,370	Urban High General Comm'l Combined	M-3, P-A	x	x	x
2. Brickyard Cove	City	55	260	Urban Low	R-1,R-2,R-3	x	x	x
3. The Brickyard	City	38	310	Urban Low, Preservation Slope over 30%	P-A	x	x	x
4. Arco	City	40	330	Urban Low Preservation	P-A	x	x	x
5. North Richmond*	City/County	125	700	Interim Agriculture Future Urban Low	M-3/ Heavy Industry	New	New	New
6. Hilltop	City	550	2,500	General & Special Industry Commercial, Urban High Open Space, 15-30% slope	M-3	New	New	New
7. Carriage Hills	City	420	440	Rural Low, Suburban Medium Other Open Space	R-1	x	x	New
8. Neilson (5 x)	County	412	350	Open Space Reserve Rural Low	A-2	x	New	New
9. Castro	County	24	40	Open Space Reserve Rural Low	A-2	x	x	x
10. Woodhill	County.	130	125	Open Space Reserve, City And Regional Recreation Rural Low	A-2	x	x	New
11. Olinda Highlands	City	68	40	Open Space Reserve Rural Medium	R-1A9	x	x	New
12. Park Glen	City	363	985	Over 30% slope, Rural Low	PA	New	New	New
13. Greenbriar	City	30	35	Over 30% slope, Rural Low Rural Medium	R-1A9	x	x	New

\* North Richmond site subject to installation of U.S. Army Corps of Engineers Flood Control Works

TABLE B-3

ESTIMATE OF PRIVATE VACANT INFILL HOUSING SITES

<u>Neighborhood</u>	<u>Census Tracts</u>	<u>Estimated Vacant Acres</u>	<u>Potential Estimate* Hsg. Residential Units</u>
Parchester/No. Richmond	3650	15	85
Point Richmond	3780	22	80
Iron Triangle	3760, 3770	26	200
Southside	3790, 3800	22	160
Pullman Plaza	3810	22	355
Eastshore	3820 (pt)	3	30
Richmond Annex	3820(pt), 3830	0	2
Belding Woods	3730, 3750	2	12
North & East I	3720	3	10
North & East II	3710, 3740	0	3
East Richmond Heights	3700	0	3
Hilltop-Fairmede	3671	0	0
El Sobrante	3601, 3602	<u>100</u>	<u>1,000</u>
Total		215	1,940

\*Generally designated Residential in G.P. and zoned Residential. All served by existing schools, recreation facilities, and utilities.

Sources: City of Richmond Planning Department  
Aerial photos - 1975. Parcel Survey - 1978

MAJOR PRIVATE AND PUBLIC SITES FOR NEW HOUSING

① to ②⑦ : Private Sites

Ⓐ to Ⓐ : Public Sites

2/81

Ⓐ to Ⓝ: Public Sites

2/81

**MAJOR PRIVATE AND PUBLIC SITES FOR NEW HOUSING**

① to ②⑦ : Private Sites  
 Ⓐ to Ⓝ : Public Sites

2/81

The map shows the following sites:

- ①: A large site in the lower right, near the Mississippi River.
- ②: A site in the lower left, near the Mississippi River.
- ③: A site in the lower left, near the Mississippi River.
- ④: A site in the lower left, near the Mississippi River.
- ⑤: A site in the lower left, near the Mississippi River.
- ⑥: A site in the lower left, near the Mississippi River.
- ⑦: A site in the lower left, near the Mississippi River.
- ⑧: A site in the lower left, near the Mississippi River.
- ⑨: A site in the lower left, near the Mississippi River.
- ⑩: A site in the lower left, near the Mississippi River.
- ⑪: A site in the lower left, near the Mississippi River.
- ⑫: A site in the lower left, near the Mississippi River.
- ⑬: A site in the lower left, near the Mississippi River.
- ⑭: A site in the lower left, near the Mississippi River.
- ⑮: A site in the lower left, near the Mississippi River.
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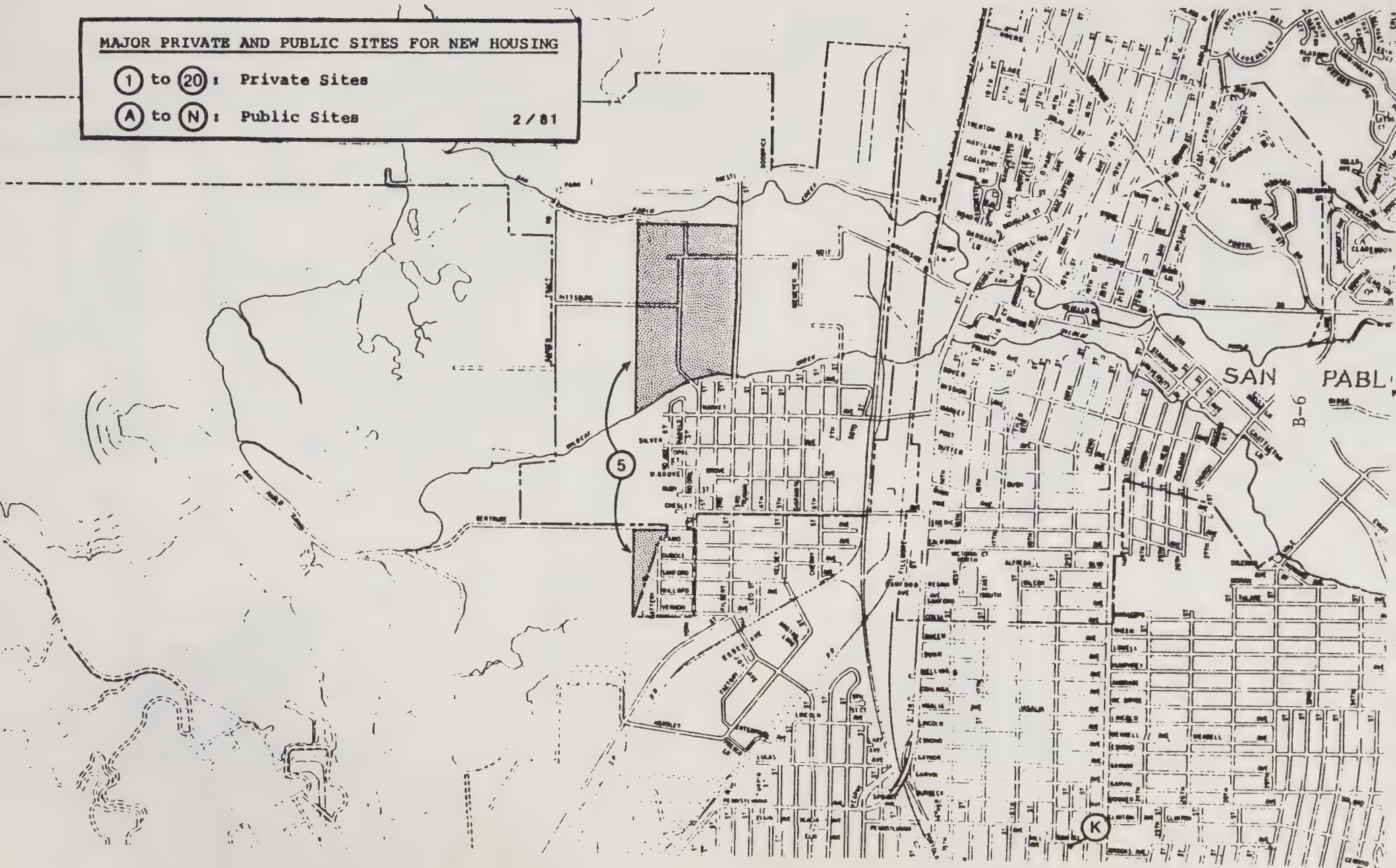


**MAJOR PRIVATE AND PUBLIC SITES FOR NEW HOUSING**

① to ②① : Private Sites

Ⓐ to Ⓔ : Public Sites

2 / 81



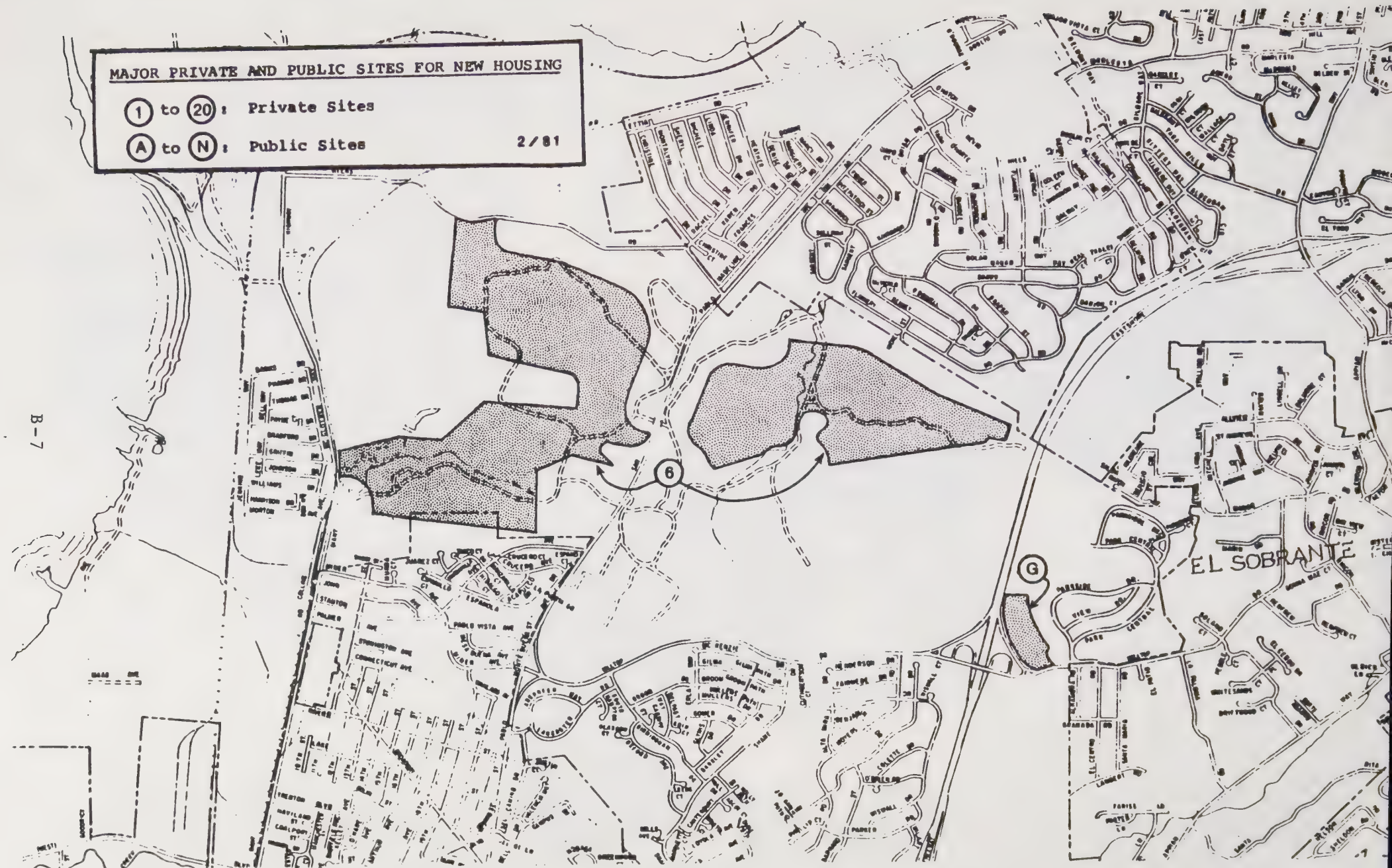
MAJOR PRIVATE AND PUBLIC SITES FOR NEW HOUSING

① to ②⑦: Private Sites

Ⓐ to Ⓝ: Public Sites

2/81

B-7



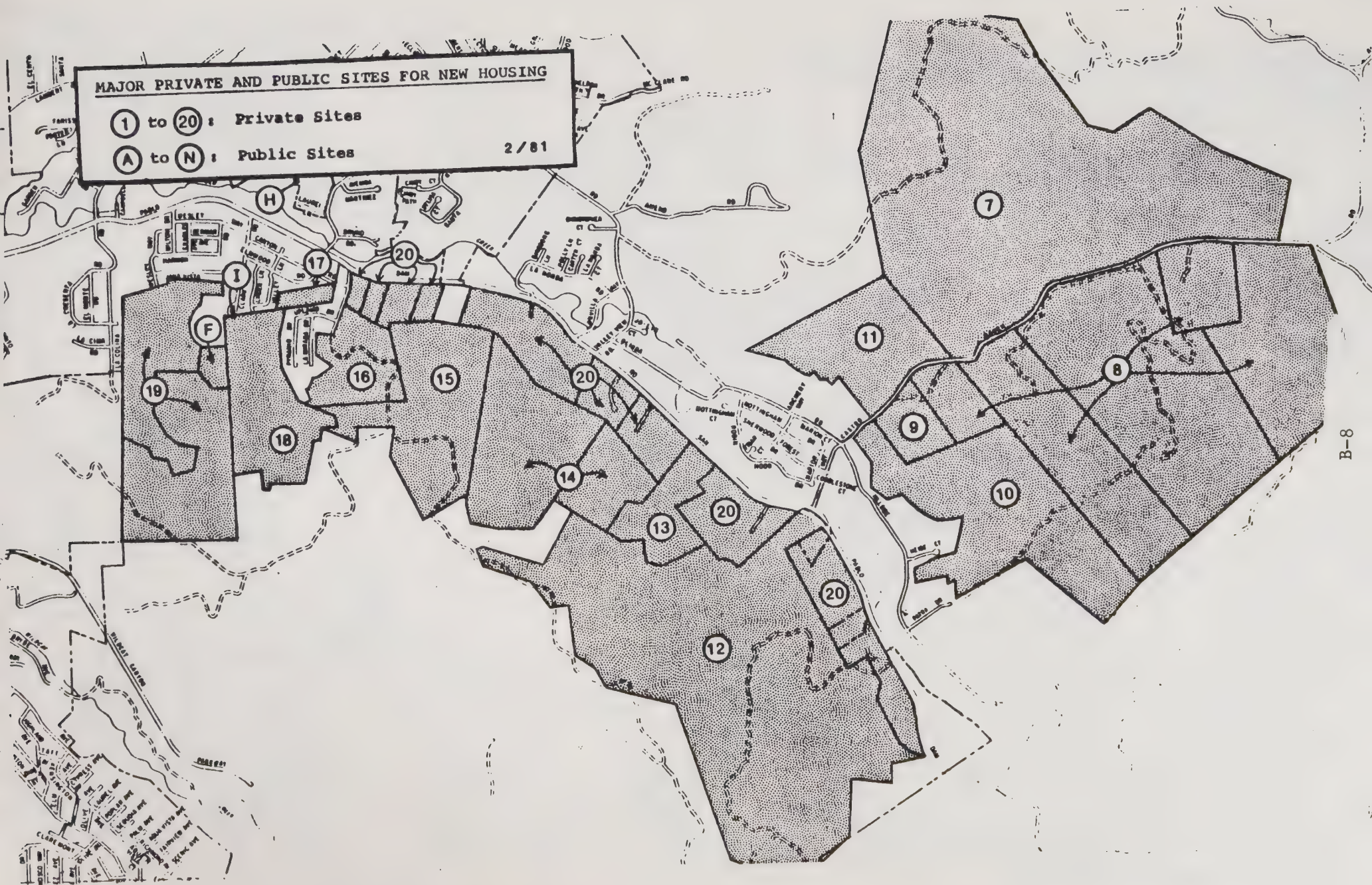


**MAJOR PRIVATE AND PUBLIC SITES FOR NEW HOUSING**

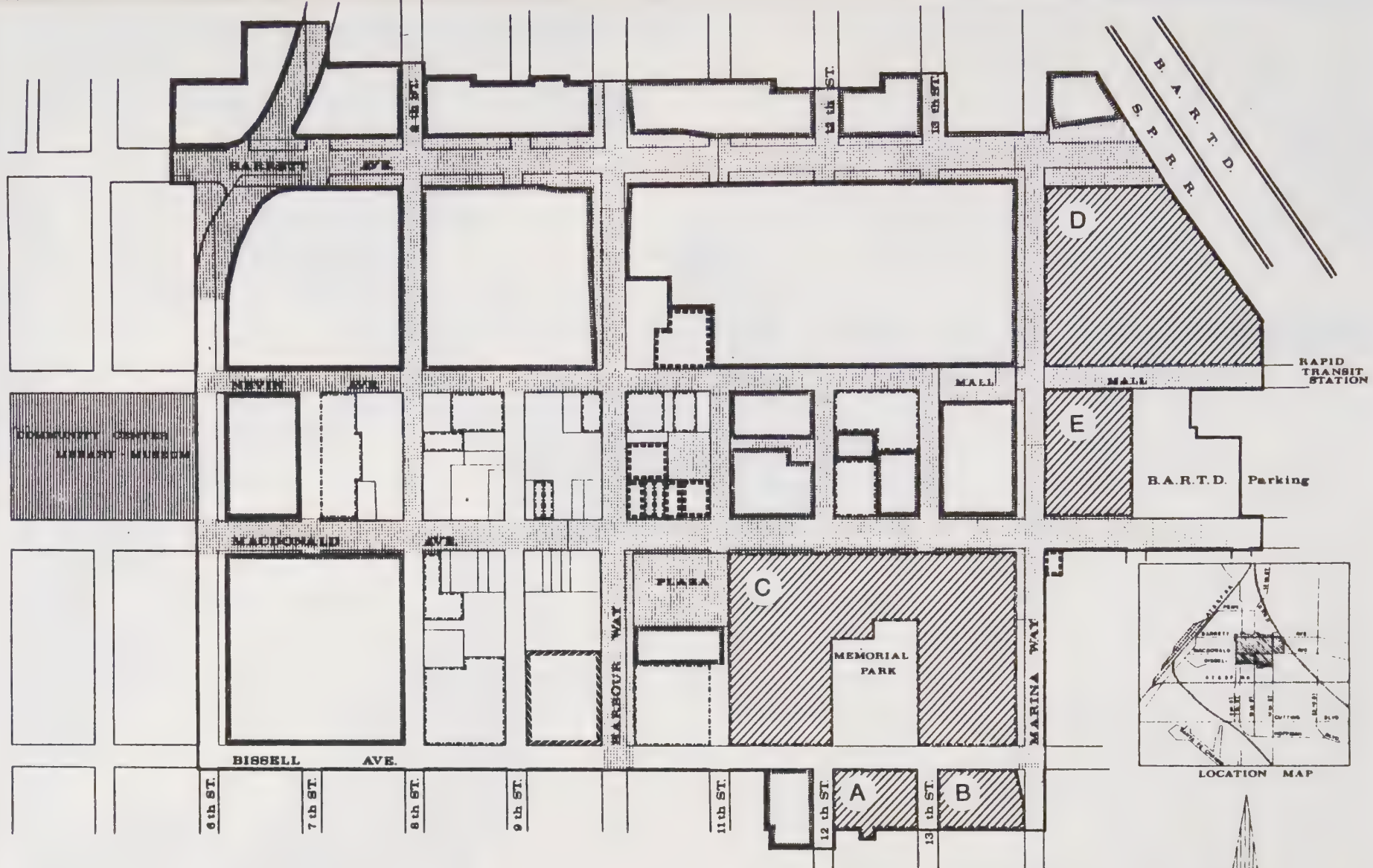
① to ②① : Private Sites

Ⓐ to Ⓐ : Public Sites

2/81







Major Public Site For New Housing

NEW DEVELOPMENT

DISPOSITION PARCELS

OWNER PARTICIPANTS

NEW PUBLIC IMPROVEMENTS AND UNDERGROUND UTILITIES

REHABILITATION PARCELS

Graphics by: M. WALKER III  
Approved by: A.C. HIRSHFIELD  
Date: September 1, 1976

# DOWNTOWN RICHMOND

REDEVELOPMENT PROJECT AREA 10-A

TENTATIVE LAND USE  
DISPOSITION MAP



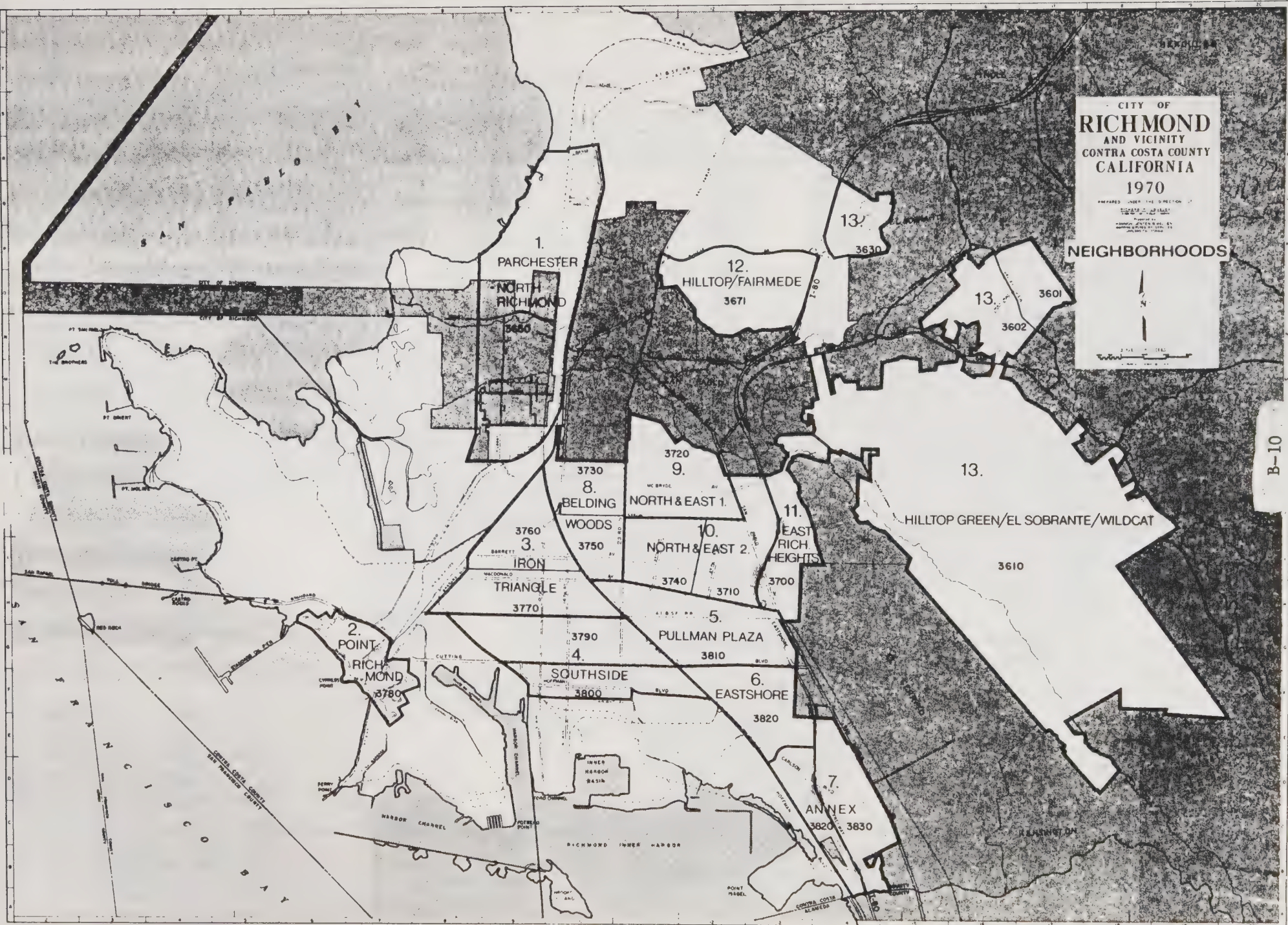
CITY OF  
**RICHMOND**  
AND VICINITY  
CONTRA COSTA COUNTY  
CALIFORNIA  
1970

PREPARED UNDER THE DIRECTION OF  
CITY OF RICHMOND  
PLANNING DEPARTMENT  
APPROVED BY THE CITY COUNCIL  
JANUARY 1970

**NEIGHBORHOODS**



B-10



APPENDIX C

RICHMOND HOUSING OBJECTIVES 1985-89  
AND  
OBJECTIVES ACCOMPLISHED 1980-84





TABLE C-1

## RICHMOND HOUSING OBJECTIVES 1985-89

Category	No. of Units	Anticipated Financing Source	Targeted Groups
1. <u>NEW CONSTRUCTION</u>			
A. <u>Owner</u>			
1) Market Rate	4300	Private (Banks, Savings & Loans)	Family
2) Other Lower Income	30	CDBG, State	Family
B. <u>Rental</u>			
1) Market Rate	369	Private (Banks, Savings & Loans)	Family
2) Very Low Income	178	Federal, State	Elderly & Family
3) Other Lower Income	123	Federal, State	Family
2. <u>REHABILITATION</u>			
A. <u>Owner</u>			
1) Home Improvement Loan Program (Lower Income)	250	CDBG	Elderly & Family
2) Neighborhood Housing Services Program (NHS)	50	CDBG, Private	Family
B. <u>Rental</u>			
1) Lower Income	250	CDBG, CHFA, Rental Rehab Program, HUD Section 8 Moderate Rehab	Elderly & Family

TABLE C-1

## RICHMOND HOUSING OBJECTIVES 1985-89 (Continued)

Category	No. of Units	Anticipated Financing Source	Targeted Groups
3. <u>OTHER</u>			
(Owner and Renter Programs Combined)			
1) Default & Delinquency Counseling	640	CDBG	Family & Elderly
2) Code Enforcement/ Relocation	15	CDBG	Family & Elderly
3) Code Enforcement	1,000	CDBG	Family
4) Rehab of Vacant & Abandoned Structures	30	CDBG	Family
5) Demolition of Vacant & Abandoned Structures	30	City General Revenue	Family
6) Section 8 Existing Housing Program	75	Federal	Family

## RICHMOND HOUSING OBJECTIVES ACCOMPLISHED 1980-84\*

Category	No. of Units	Financing Source	Targeted Groups
1. <u>NEW CONSTRUCTION</u>			
A. <u>Owner</u>			
1) Market Rate	1,018	Private (Banks, Savings & Loans, Federal)	Family
2) Other Lower	40	Private, State, Federal	Family
B. <u>Rental</u>			
1) Market Rate	117	Private (Banks, Savings & Loans)	Family
2) Very Low	10	Private, Federal, State	Handicapped
3) Other Lower	42	Private	Family
2. <u>REHABILITATION</u>			
A. <u>Owner</u>			
1) Home Improvement Loan Program (Lower Income)	230	CDBG, State, other Federal	Family & Elderly
2) Neighborhood Housing Services Program (NHS)	5	CDBG, Private	Family
B. <u>Rental</u>			
1) Lower Income	10	CDBG	Family & Elderly
2) Section 8 Substantial Rehab			

\* January 1980 - May 1984



TABLE C-2

## RICHMOND HOUSING OBJECTIVES ACCOMPLISHED 1980-84 (Continued)

Category	No. of Units	Financing Source	Targeted Groups
3. <u>OTHER</u>			
1. <u>(Owner and Renter Programs Combined)</u>			
1) Default and Delinquency Counseling	800	CDBG	Family
2) Code Enforcement/ Relocation	35	CDBG, State	Family & Elderly
3) Code Enforcement	800	CDBG	Family
4) Demolition of Vacant & Abandoned Structures	53	CDBG, Private, City General Revenue	Family
5) Section 8 Existing Housing Program	100	Federal	Family
6) Tenant Landlord Counseling	2,000	CDBG, other Federal	Family & Elderly

\* January 1980 - May 1984

APPENDIX D

LOCAL ADJUSTMENT OF ABAG REGIONAL  
HOUSING NEEDS PROJECTION





DOCUMENTATION OF LOCAL ADJUSTMENT OF FAIR SHARE  
OF REGIONAL HOUSING NEEDS.

1. Local Adjustment Made.

The City of Richmond accepted the "Total Housing Needs", but adjusted its "Income" and "Tenure" distributions.

2. Summary of Background.

- The city of Richmond historically has been impacted by more than its fair share of lower income households. In 1980 the city's Low and Very Low Income households constituted 51.4% of all households, as compared to 34% for Contra Costa County and 40% for the region as a whole.
- State law provides that the distribution of the regional housing needs (to the cities) "shall seek to avoid further impaction" of severely impacted localities by additional lower income households.
- Pursuant to state law the City of Richmond has adopted a Housing Element which contains policies intended to more nearly balance the income distribution of its population, by promoting the construction of higher priced housing in the community to balance the preponderance of housing units for Lower Income households. Additional housing for Lower Income households are only to be provided to fulfill the needs of its existing Lower Income families.
- In August 1982 ABAG accepted the city's local adjustment of the regional housing needs projections for 1980-1985, based on the above city policies. Further, ABAG declared the adjustment (and therefore the underlying policies) as "consistent with the regional housing need and the requirements of state law", and stated that "ABAG staff is prepared to defend the city's position if necessary".
- Since the above ABAG action nothing has changed: State law is the same. The 1980 Census figures used in the city's Housing Element and adjustment of the 1980-1985 needs are the same. City policies are the same. The only thing that has changed was a complete turnover of the ABAG staff determining the methodology for Housing Need projections.

- The ABAG staff charged with preparing projections for the 1980-1990 regional housing needs selected an expedient methodology which disregarded the problems found with and adjustments made in the 1980-1985 projections, and which virtually ignored the legislative mandate "to avoid further impaction of localities with relatively high proportions of lower income families". The staff applied a formula across the board to all communities (impacted or not), which formula had a very minor component slightly reducing the Lower Income component of the needs share. The resulting increment distribution would make no measurable change in the percentage of Lower Income households in the total housing stock in 1990. This minor adjustment thus clearly does not meet the legislative mandate to "seek to avoid further impaction".
- The City's local adjustment extends to 1985-1990 the trend in the income mix of the total housing stock which was agreed upon with ABAG for the 1980-1985 period. The housing need increments will reduce the Lower Income component of the total housing stock from 51.7% in 1980, to 47.8% by 1985, and 43.9% by 1990.

### 3. Documents Attached.

- Resolution 166-83 of the Richmond City Council
- making the local adjustment in the city's share of the regional housing needs projected by ABAG.
- Staff report to the Richmond City Council documenting the need for the local adjustment.
- Section of State Planning Law requiring that "distribution (of regional housing needs) shall seek to avoid further impaction of localities with relatively high proportions of lower income households".
- Resolution 2-82 of ABAG accepting Richmond's adjustment to its share of the 1980-85 regional housing needs, based on city policies of "no further impaction", Attachment "A" to said ABAG resolution, which states that the city's adjustment of the 1985 housing need "is consistent with the regional housing need and the requirements of state law". Also, page 8 of the ABAG staff report on said resolution, which states that "ABAG staff is prepared to defend the city's position if necessary".

RESOLUTION OF THE COUNCIL OF THE CITY OF RICHMOND ACCEPTING THE CITY OF RICHMOND SHARE OF ALLOCATED REGIONAL HOUSING NEED FOR 1990 AND REVISING THE DISTRIBUTION OF SAID SHARE BY INCOME AND OCCUPANCY CATEGORIES AS DETERMINED BY THE ASSOCIATION OF BAY AREA GOVERNMENTS; AND TRANSMITTING THIS RESOLUTION TO SAID ASSOCIATION FOR ACTION.

WHEREAS, the Association of Bay Area Governments (hereinafter called "ABAG" is the council of governments under the Joint Exercise of Powers Act for the San Francisco Bay Area; and

WHEREAS, each council of governments is required by Section 65584 of the Government Code, as added by Chapter 1143, Statutes of 1980 (hereinafter "Section 65584"), to determine the existing and projected housing needs for its region; and

WHEREAS, each council of governments is further required to determine each city's and county's share of the regional housing needs; and

WHEREAS, ABAG's staff has prepared and circulated, for public review and comment, a report on HOUSING NEEDS DETERMINATIONS, SAN FRANCISCO BAY REGION meeting the requirements of Section 65584; and

WHEREAS, after a duly noticed public hearing held on July 28, 1983, the ABAG Work Program and Coordination Committee acting on behalf of the Executive Board considered the above report; and

WHEREAS, the ABAG Work Program and Coordination Committee found such report includes consideration of all factors listed in Section 65584 in proposing the initial determination of regional housing needs; and

WHEREAS, the report was approved by the ABAG Work Program and Coordination Committee acting on behalf of the Executive Board for the purpose of beginning the official review and revision of the determinations contained herein; and

WHEREAS, the City of Richmond finds that ABAG, region-wide effort of allocating the housing need to be creditable and accepts the allocation of 6,396 new units to be available in 1980-1990 as a target for the City of Richmond to attain; and

WHEREAS, Section 65584 provides that a local government may revise the definition of its share of the regional housing need and that the revised share shall be based upon available data and accepted planning methodology, and supported by adequate documentation; and

WHEREAS, the City of Richmond finds that the Housing Element of the Richmond General Plan, adopted by the City Council on September 28, 1981, as amended on January 19, 1983, was developed with available data on population and housing characteristics and utilized accepted planning methodology; and

WHEREAS, the City of Richmond finds that the ABAG distribution of Richmond's share of the 1990 Regional Housing Needs by income category and renter/owner occupied category would further impact the city with lower income households, and therefore the city finds that it would be more appropriate if the distribution is based on the policies expressed in the Housing Element of the Richmond General Plan rather than the straight formula method developed by ABAG.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 65584, the Council of the City of Richmond accepts and declares as follows:

- X 1. Accepts the 6,396 new housing units allocated by ABAG to be the City of Richmond's target for meeting local 1980-1990 housing needs.
- X 2. Declares that a revision is necessary in order to establish an appropriate distribution of such units, avoiding imaction pursuant to law, based on policies expressed in the Housing Element of the Richmond General Plan, by the four categories of income level established and defined by ABAG in Technical Memo 2.

X  
The revised distribution is as follows:

- a. Above moderate income units: 3,831
- b. Moderate income units: 1,976
- c. Low income units: 409
- d. Very low income units: 178

3. Declares that a revision is necessary in order to establish an appropriate distribution of such units, based on policies expressed in the Housing Element of the Richmond General Plan, by the two categories of occupancy established and defined by ABAG. The revised distribution is as follows:

- a. Renter units: 2,396
- b. Owner-occupied units: 4,000

BE IT FURTHER RESOLVED, that these revisions are made effective October 28, 1983;

BE IT FURTHER RESOLVED, that a copy of this resolution be transmitted to the Executive Director of the ABAG for necessary actions as specified in Section 65584.

I certify that the foregoing resolution was adopted by the Council of the City of Richmond at a regular meeting held: October 24, 1983, by the following vote:

Ayes: Councilmembers Washington, Niccolls, Greco, Livingston, McMillan, MacDiarmid, Ziesenhenné and Mayor Corcoran.

Noes: None.

Absent: Councilmember Silva.

HARLAN J. HEYDON  
Clerk of the City of Richmond

Approved:

THOMAS J. CORCORAN  
Mayor

(SEAL)

Approved as to form:

MALCOLM HUNTER  
City Attorney

Certified as a True Copy

*Harlan J. Heydon*  
CLERK OF THE CITY OF RICHMOND, CALIF.



October 14, 1983

To: Mayor and Members of City Council.

From: Planning Department.

Subject: ABAG's Determination of 1990 Housing Need and the City's Determination of Distribution of the Need.

A. Legal Requirement.

Pursuant to Section 65584 of the California Government Code, ABAG is obligated to determine the projected 1990 Housing Need for the SF Bay region, and to allocate this Housing Need fairly to each city within the region. Further, this total 1990 Housing Need is detailed by ABAG by Income Category (Very Low, Low, Moderate, Above Moderate), Tenure (Owner or Renter), and Type (Single Family, Multiple Family). Each city, in turn, is required to either accept the ABAG figures, or else make its own determination based upon appropriate data and planning analyses. Adopted figures of Need must subsequently be addressed by programs in the city's Housing Element. Acceptance or revision of the ABAG 1990 Housing Need figures must be by City Council resolution, not later than October 27, 1983, which is to be furnished to ABAG after adoption.

B. State Law Requires Avoidance of Lower-Income Impaction.

The Government Code specifies that the Housing Need distribution must "seek to avoid further impaction of localities with relatively high proportions of lower income households"; thus future housing need projections should be adjusted to mitigate this impaction. Richmond clearly is "impacted", as its 1980 Low and Very Low income households constituted 51.4% of all households as compared to 34% for Contra Costa County and 40% for the region.

ABAG staff claims compliance with the law in its allocation of Housing Need, since the formula used reduces the 1980-1990 increment percentage somewhat (from 52% in the 1980 housing stock to 42% in the increment). However, since the increment is small in relation to the large lower income component of the existing housing stock, the resulting lower income component of the 1990 housing stock would still be 50.

The city feels that the law makes it incumbent upon ABAG to distribute the lower income housing need in a manner "... which will avoid further impact-ion..."; meaning no further impaction of the city, and therefore no further allocation of lower income housing needs to the city to absorb further portions of the regional housing needs -- other than the needs of lower income families already in the city.

C. ABAG Agreement to City's 1985 Housing Need Revision.

In 1982 ABAG made a similar determination for the 1985 Housing Need. At the time the city found the total Housing Need figure high, but acceptable. It did, however, make its own determination of the distribution of the 1985 Housing Need by income, tenure and type. This determination was contained in Resolution 49-82, and was furnished to ABAG.

At the time ABAG, both staff and committees, endorsed the city's findings (see attachments), which thus became the formal 1985 Housing Need determination of ABAG for the city of Richmond.

<u>1980-1985 Housing Need</u>		<u>Tenure</u>	
Above Moderate Income Units	1,700	Renter	288
Moderate Income Units	785	Owner	2,328
Low Income Units	131	Total	2,616
Very Low Income Units	0		
Total	2,616		

While nothing has occurred to ~~change impacted conditions~~ and proposed remedies since last year, the 1980-1990 housing need projections of ABAG disregarded the 1980-1985 projection component and the rationale behind it.

#### D. City of Richmond Growth Policy.

The city of Richmond policies on future growth are contained in the city's General Plan and, more specifically, in its Housing Element. The city has historically housed a larger percentage of lower income households than all but a few of the county's and region's cities, due largely to the conversion to lower income dwelling units of the temporary housing constructed as part of the World War II ship-building activities.

In order to promote a more balanced community, the city established a policy to balance the city housing stock, so that it will more closely approximate the local Market Area, by constructing higher cost housing to accommodate higher income households in the city. It also determined to provide needed housing for lower and moderate income households, but only to the extent that housing is needed by existing residents and not to provide for absorption of additional lower income households as part of the regional housing need.

#### E. ABAG's 1990 Housing Need Projection.

##### 1. Total Housing Need.

ABAG's 1990 projections are contained in a report "HOUSING NEEDS DETERMINATIONS, SAN FRANCISCO BAY REGION". The overall projection of housing need and the allocation to each city are based on analyses of population, employment, existing conditions, available land, development trends, etc.. The projection of housing need for the city of Richmond shows a total increment for 1980-1990 of 6,396 housing units. City staff considers this projection somewhat high, but acceptable.

## 2. Housing Need by Income.

ABAG utilizes the following income categories:

<u>Income Category</u>	<u>Annual Income/Household (1980 Dollars)</u>
Above Moderate	\$ Over \$ 24,728
Moderate	\$ 16,487 - 24,728
Low	\$ 10,305 - 16,486
Very Low	\$ 10,304 or Less
Median Income (Region)	\$ 20,607

In allocating the total housing needs to each city, and distributing it by income categories, ABAG utilized formulae which contain as major components conditions and income distributions existing in 1980 (US Census), as well as past trends in the availability of lower income housing. Use of these factors negates the policies of the city, which strive to alter the existing patterns and trends in order to balance the community's housing and income levels so that they will more nearly approximate the levels of Contra Costa County and the region.

City staff therefore recommends that the ABAG projections for income distribution be rejected as being contrary to law and city policy (the policy being sanctioned by the Government Code for communities impacted with lower income households), and instead Richmond make its own determination as follows:

"The 1980-1990 housing need increment is to be that which would result in a 1990 housing stock with an income distribution representing a continuation of the trend set by City Council for the period 1980-1985, as agreed to by ABAG."

The following is a comparison of the 1980-1990 Housing Need distribution by income as projected by ABAG and as determined by the city of Richmond:

<u>Income Category</u>	<u>ABAG Projection</u>		<u>City Determination</u>	
Above Moderate	2,367	37%	3,831	60.0%
Moderate	1,343	21%	1,976	30.9%
Low	1,023	16%	409	6.4%
Very Low	1,663	26%	178	2.7%
Total	6,396	100%	6,396	100.0%



The above determination would result in the 1980-1990 Housing Need by Income distribution shown below, based on the following calculations:

<u>Item</u>	<u>Very Low</u>		<u>Low</u>		<u>Moderate</u>		<u>Above Mod</u>		<u>Total</u>
1980 Households	9,412	33.3%	5,200	18.4%	6,265	22.0%	7,353	26.3%	28,230
1980-85 Agreed	0		131		785		1,700		2,616
1985 Resultant	9,412	30.5%	5,331	17.3%	7,050	22.9%	9,053	29.3%	30,846
1980-85 Change		-2.8%		-1.1%		+0.9		+3.0%	
1990 Resultant %		27.7%		16.2%		23.8%		32.3%	
1990 Households	9,590		5,609		8,241		11,184		34,626
1980-90 Need	178	2.7%	409	6.4%	1,976	30.9%	3,831	60.0%	6,396

The city's determination would continue housing trends in the direction of balancing the housing stock, but would still result in 1990 in 43.9% of all housing units in Richmond being occupied by Low and Very Low income households -- as compared with 36% for Contra Costa County and 40% for the Region as a whole.

### 3. Tenure.

The foregoing changes in the 1980-1990 Housing Needs by income are reflected in corresponding recommendations for determination of Tenure distribution. Since the Very Low and Low income components of the Need increment have been reduced, the Renter category of Tenure has also been reduced as follows:

#### 1980-1990 Housing Need by Tenure.

<u>Tenure</u>	<u>ABAG Projection</u>		<u>City Determination</u>	
Owner	3,678	57.5%	4,000	62.5%
Renter	2,718	42.5%	2,396	37.5%
Total	6,396	100.0%	6,396	100.0%

The resulting 1990 housing stock in rentals will be 14,352 units, or 41.4% of all units. This very nearly approximates the 1980 distribution, showing rental housing at 42.3% of all units.

### 4. Type of Structure.

ABAG has projected the Need increment by type of structure. While it is difficult to relate either tenure or income to the type of structure accurately (some single family dwellings are being rented, while many apartments are owned as condominiums etc.), staff has provided an estimate of units in



multiple family structures based upon known plans of developers and assumed characteristics of neighborhoods. This analysis shows a substantially larger multiple family component than does the ABAG projection.

1980-1990 Housing Need by Type of Structure.

<u>Type of Structure</u>	<u>ABAG Projection</u>		<u>City Determination</u>	
Single Family	4,567	71.4%	2,905	45.4%
Multiple Family	1,823	28.5%	3,485	54.5%
Mobile Homes	6	.1%	6	.1%
Total	6,396	100.0%	6,396	100.0%

tration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs when available. In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

(1) Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing and mobilehomes, in order to meet the community's housing goals as identified in subdivision (b).

(2) Assist in the development of adequate housing to meet the needs of low- and moderate-income households.

(3) Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing.

(4) Conserve and improve the condition of the existing affordable housing stock.

(5) Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

The program shall include an identification of the agencies and officials responsible for the implementation of the various actions and the means by which consistency will be achieved with other general plan elements and community goals. The local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.

(Added by Stats. 1980. Ch. 1143.)

#### Regional housing needs

65584. (a) For purposes of subdivision (a) of Section 65583, a locality's share of the regional housing needs includes that share of the housing need of persons at all income levels within the area significantly affected by a jurisdiction's general plan. The distribution of regional housing needs shall, based upon available data, take into consideration market demand for housing, employment opportunities, the availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need, and the housing needs of farmworkers. The distribution shall seek to avoid further impactation of localities with relatively high proportions of lower income households. Based upon data provided by the Department of Housing and Community Development relative to the statewide need for housing, each council of governments shall determine the existing and projected housing need for its region. The Department of Housing and Community Development shall ensure that this determination is consistent with the statewide housing need and may revise the determination of the council of governments if necessary to obtain this consistency. Each locality's share shall be determined by the

ASSOCIATION OF BAY AREA GOVERNMENTS  
WORK PROGRAM AND COORDINATION COMMITTEE  
RESOLUTION 2-82

HOUSING NEEDS DETERMINATIONS

WHEREAS, the Association in Executive Board Resolution 4-81 adopted the Housing Needs Report in December 1981; and

WHEREAS, pursuant to Chapter 1143 of the Statutes of 1980, Bay Area local governments reviewed the report; and

WHEREAS, the Association in WPCO Resolution 1-82 accepted the local shares of the regional housing need, as proposed by local jurisdictions under provisions of Chapter 1143, Statutes of 1980; and

WHEREAS, on April 15, 1982, the Executive Board approved Technical Memorandum No. 2 to begin a 90-day local review process on the distribution of projected housing need by income category; and

WHEREAS, certain Bay Area cities and counties have revised the determination of the distribution of regional housing need by income category; and

WHEREAS, these revisions under Chapter 1143 are to be based on available data and accepted planning methodology and supported by adequate documentation; and

WHEREAS, during a 60-day period following such revision, the Association is required by Chapter 1143 to accept such revisions or indicate, based on available data and accepted planning methodology, why the revision is inconsistent with the regional housing need; and

WHEREAS, the Association has reviewed the revisions proposed by local governments and the supporting documentation;

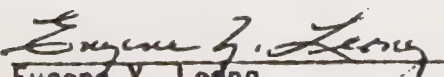
NOW THEREFORE BE IT

RESOLVED that the Association accepts revisions to percentages shown in Technical Memorandum No. 2 for the Cities of Richmond, St. Helena, Tiburon and Yountville and Napa County, based on the analysis of available data contained in Attachment A; and be it further

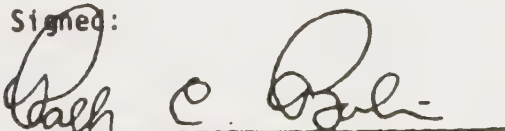
RESOLVED that this action is rescinded on May 1, 1983, after the Association receives the 1980 Census income information and develops an alternative income distribution approach in conjunction with local government staffs.

The foregoing resolution was approved by the Work Program and Coordination Committee, acting for the Executive Board, on this 26th day of August, 1982.

Attest:

  
Eugene Y. Leong  
Acting Secretary-Treasurer

Signed:

  
Ralph C. Bolin  
President



**ATTACHMENT A**  
**RESOLUTION 2-82**

Chapter 1143 of the Statutes of 1980 (AB 2853) requires that a local government's share of the regional housing need is that share of the housing need for persons at all income levels. The distribution of regional housing need is to "seek to avoid further impaction of localities with relatively high proportions of lower income households."

On April 16, 1982, the ABAG Executive Board began a 90-day review process on the distribution of regional housing need by income category, as described in ABAG Technical Memorandum No. 2, as revised March 25, 1982. The Department of Housing and Community Development, in a letter to ABAG on March 19, 1982, stated that the figures contained in that memorandum would be acceptable to the Department. The letter further stated that "we would find housing elements in compliance that either used the figures contained in ABAG Technical Memo 2, or developed their own figures as described in Government Code Section 65584."

The figures contained in Technical Memorandum No. 2 were based on available data in accordance with the requirements of Chapter 1143. The 1980 Census data on household income are not yet available. Based on the most recently available Franchise Tax Board report (for the 1979 tax year), it was possible to describe the existing income distribution for each county. Thus, figures contained in the memorandum for each county reflected an existing income distribution. For cities, the distribution of housing by income category was assumed, consistent with the requirements of law as described in the memorandum.

ABAG staff have reviewed local government actions with respect to the income group determinations made in Technical Memorandum No. 2.

This Attachment A reviews the actions of Richmond, St. Helena, Tiburon, Yountville cities and Napa County. Under provisions of Section 65584, ABAG is obliged either to accept a revision or indicate that the revision is inconsistent with the regional housing need. While ABAG staff recognize that the Department of Housing and Community Development may not find these revisions acceptable, we recommend that they be accepted by ABAG as consistent with the requirements of AB 2853. The revision of each of these jurisdictions is discussed separately below.



Richmond

The City of Richmond took action in March 1982 revising the distribution of housing need by income category as follows:

65%	above moderate income
30%	moderate income
5%	low income
0%	very low income

The city's proposed revision is in keeping with the legislative mandate to seek to avoid further impactation of localities with relatively high proportions of lower income households. This can be demonstrated by the following comparisons:

## 1980 INCOME DISTRIBUTION FOR RICHMOND

<u>Above Moderate</u>	<u>Moderate</u>	<u>Low</u>	<u>Very Low</u>
29%	25%	17%	29%

## RESULTING 1985 INCOME DISTRIBUTION

With Tech Memo #2	30%	24%	17%	29%
With City's Proposal	32%	25%	16%	27%

ABAG can accept Richmond's revision based on the premise that it seeks to avoid further impactation of a community which historically has had high concentrations of lower income households. Therefore, the use of the proposed revision by the city, in the judgment of ABAG staff, is consistent with the regional housing need and the requirements of State law.

**Pittsburg** - ABAG has no record of any official city action.

**Pleasant Hill** - ABAG has no record of any official city action.

**Richmond** - The city took action March 29, 1982, revising the distribution of housing need by income category as follows:

- 65% above moderate income
- 30% moderate income
- 5% low income
- 0% very low income

Recommendation:

The city's proposed alternative is in keeping with the legislative mandate to seek to avoid further impaction of localities with relatively high proportions of lower income households. ABAG should accept the city's revision even though the State is not likely to do the same. ABAG staff is prepared to defend the city's position if necessary.

**San Pablo** - The city has a certified housing element. In addition, the city took action June 21, 1982, rejecting the distribution of housing need by income category per Technical Memorandum #2.

Recommendation:

Because the city already has a certified housing element which makes their participation in this round optional, there is no real consequence to the city's action. The city's disagreement with Technical Memorandum #2 is noted, however, and it is our hope that the city will work with ABAG on the 1984 update of the Housing Needs Report as well as in the development of a different income distribution.

**Walnut Creek** - The city took action on March 30, 1982, adopting the distribution of housing need by income category per Technical Memorandum #2.

**Marin County** - The county has a certified housing element. ABAG has no record of any official county action.

**Belvedere** - The city took action July 6 adopting the distribution of housing need by income category per Technical Memorandum #2.

**Corte Madera** - The city has a certified housing element. In addition, the city took action June 15, 1982, reaffirming the fair share plan in the city's certified housing element.

Recommendation:

Since the city already has a certified housing element which makes their participation in this round optional, there is no real consequence to the city's action. It is our hope that the city will work with ABAG on the 1984 update of the Housing Needs Report as well as in the development of a different income distribution.

**Fairfax** - The city took action March 15, 1982, adopting the distribution of housing need by income category per Technical Memorandum #2.

**Larkspur** - ABAG has no record of any official city action.

**Mill Valley** - The city has a certified housing element. ABAG has no record of any official city action.

APPENDIX E

GENERAL SUMMARY OF ZONING REGULATIONS



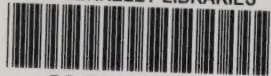


# GENERAL SUMMARY OF ZONING REGULATIONS (1)

## Richmond, California

District	Use	Height		Front Yard	Side Yard		Rear Yard	Lot Area per Unit	Parking
		Stories	Feet		Interior	St. Side			
R-1	Single Family Residential	2½	35	20% 20' Max.	10% of lot width 5' Max.	Varies 5' Min. 10' Max.	20% (2) 20' Max.	5000 sq.ft.	1 per unit
R-MD	Residential-Med. Density R-1 Uses	2½	35	15'			20% 20' Max.	1800 sq.ft.	1½ per unit
R-2	Mutiple Family Residential R-1 Uses	2½	35	15'			20% (2) 20' Max.	1250 (3) sq.ft.	1 per unit
HR	Hazard Resource Additive District	----- SEE SEC. 15.04.058 FOR PARTICULARS ----- ----- ADDED TO OTHER USE DISTRICT -----							
R-3	High Rise Resid. R-2 Uses, Clubs, etc.	6	75	10'	Varies		20% (2) 20' Max.	400 (3) sq.ft.	1 per unit
C-R	Community Reserve Open Land Uses Single Family	NO LIMIT		20% 40' Max.	10% 20' Max.		20% 40' Max.	5 acres	2 per dwell.unit
E-A	Excl.Agriculture agric.hort uses	No Max.	No Max.	15'	7½'		7½'	(6) ½ acre	1 per unit
C-1	Neigh. Retail Service Commercial R-3 Uses	2½ (4)	35 (4)	Same as Adj R Dist	Only where Adj R Dist (5)		None Ht.Limit	Dwell.Use R-2 Std.	Variable (1)
C-2	Gen.Commercial C-1 Uses	3 (4)	45 (4)	Only where Adj R Dist	None (4)		None	Dwell.Use R-2 Std.	(1) Variable
C-M	Cent.Business C-2 Uses	6	75	None	None		None	Dwell.Use R-2 Std.	Variable (1)
C-C	Coastline Commercial	2½ (1)	35 (1)	None, except when adjoining P Dist	None, except when adjoining R-Dist. (1)		None	None	Varies with Use (1)





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# GENERAL SUMMARY OF ZONING REGULATIONS (1)

## Richmond, California

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District	Use	Height		Front Yard	Side Yard		Rear Yard	Lot Area per Unit	Parking
		Stories	Feet		Interior	St.Side			
R-1	Single Family Residential	2½	35	20% 20' Max.	10% of lot width 5' Max.	Varies 5' Min. 10' Max.	20% (2) 20' Max.	5000 sq.ft.	1 per unit
R-MD	Residential- Med. Density R-1 Uses	2½	35	15'			20% 20' Max.	1800 sq.ft.	1½ per unit
R-2	Mutiple Family Residential R-1 Uses	2½	35	15'			20% (2) 20' Max.	1250 (3) sq.ft.	1 per unit
HR	Hazard Resource Additive District	----- SEE SEC. 15.04.058 FOR PARTICULARS ----- ----- ADDED TO OTHER USE DISTRICT -----							
R-3	High Rise Resid. R-2 Uses, Clubs, etc.	6	75	10'	Varies		20% (2) 20' Max.	400 (3) sq.ft.	1 per unit
C-R	Community Reserve Open Land Uses Single Family	NO LIMIT		20% 40' Max.	10% 20' Max.		20% 40' Max.	5 acres	2 per dwell.unit
E-A	Excl.Agriculture agric.hort uses	No Max.	No Max.	15'	7½'		7½'	(6) ½ acre	1 per unit
C-1	Neigh. Retail Service Commercial R-3 Uses	2½ (4)	35 (4)	Same as      Only where Adj R Dist   Adj R Dist (5)		None Ht.Limit	Dwell.Use R-2 Std.	Variable (1)	
C-2	Gen.Commercial C-1 Uses	3 (4)	45 (4)	Only where      None (4) Adj R Dist		None	Dwell.Use R-2 Std.	(1) Variable	
C-M	Cent.Business C-2 Uses	6	75	None	None		None	Dwell.Use R-2 Std.	Variable (1)
C-C	Coastline Commercial	2½ (1)	35 (1)	None, except when adjoining P Dist	None, except when adjoining R-Dist. (1)		None	None	Varies with Use (1)